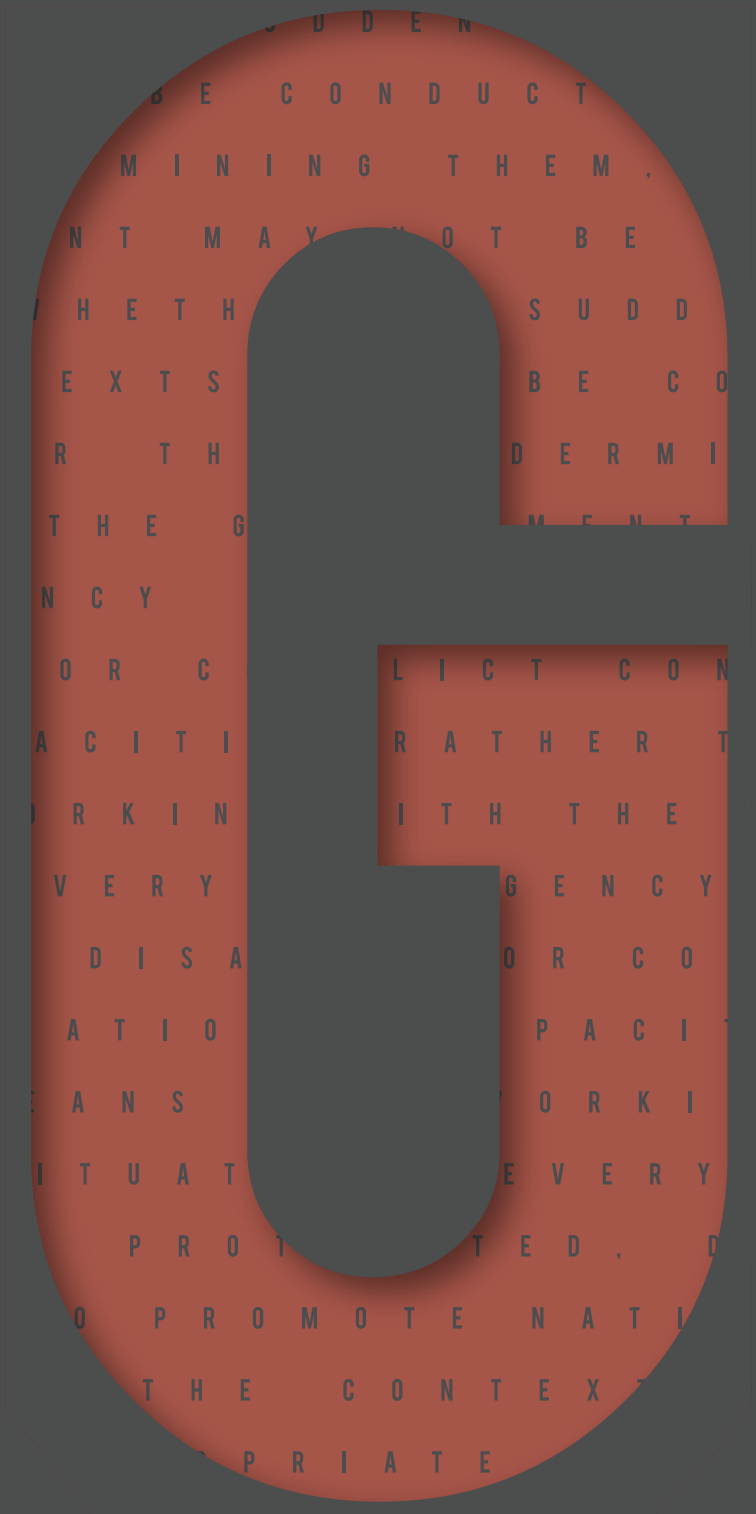

GCER
Global Cluster for
Early Recovery

GUIDANCE NOTE ON INTER-CLUSTER EARLY RECOVERY

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GCER

Global Cluster for
Early Recovery

GUIDANCE NOTE ON INTER-CLUSTER EARLY RECOVERY

JANUARY 2016

ACKNOWLEDGEMENTS

THE GLOBAL CLUSTER FOR EARLY RECOVERY (GCER) WISHES TO THANK ALL THE PEOPLE WHO HAVE COLLABORATED IN THE DEVELOPMENT OF THIS GUIDANCE NOTE. THEIR EXPERIENCE HAS BEEN INVALUABLE TO PRODUCING THIS UPDATED EDITION ON A SUBJECT THAT IS CONSTANTLY EVOLVING.

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GCER partners
IASC Global Cluster Coordinators

And the generous contributions of

FOREWORD

Early Recovery has come a long way since 2008 when the first Guidance Note on Early Recovery was circulated. Not only have the concepts and language of humanitarian coordination changed, Early Recovery itself has undergone changes in substance and language. The recognition of early recovery by the IASC Principals as an essential part of humanitarian response in 2013 has allowed to shift the focus to the integration of early recovery in the response and on ensuring it happens on the ground.

Drawing on more than 55 consultations with inter-agency actors this revised Guidance Note on Early Recovery has been prepared to provide clear and accessible suggestions and good practice to promote and enable more systematic and strategic integration of Early Recovery across all sectors of international humanitarian response.

At a time when humanitarian needs are at a record high it is critical that the humanitarian and development actors leave their respective comfort zones and work more closely together to improve aid effectiveness, reduce vulnerability and contribute to durable solutions and sustainable development goals. This will require a fundamental shift in how development and humanitarian actors analyze, plan, intervene and work through a situation. All clusters and in particular the Global Cluster for Early Recovery is at the forefront working to promote a system-wide approach to link the existing humanitarian and development frameworks.

We must keep in mind at all times that people affected by crisis are at the heart and centre of what we do. It is important for our work to be people-sensitive so we can best promote their innate capacities to survive with dignity: the herder who needs food for his animals to ensure the continuity of his livelihood; the mother who needs the rubble cleared from her front door so she can go to market and buy food for her family; the community that desperately needs more schools and health centres, water and sewage systems, to accommodate the influx of displaced people. While fixing all this, we also need to keep in mind that our work must be planet-sensitive - a 'do no harm' approach for the ultimate sustainability of our world.

JAHAL RABESAHALA DE MERITENS
GLOBAL CLUSTER COORDINATOR, EARLY RECOVERY

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ACRONYMS

AAP	ACCOUNTABILITY TO AFFECTED POPULATIONS
AGD	AGE, GENDER AND DIVERSITY
BPPS	UNDP/BUREAU FOR POLICY AND PROGRAMME SUPPORT
CERF	CENTRAL EMERGENCY RESPONSE FUND
CHF	COMMON HUMANITARIAN FUND
CLA	CLUSTER LEAD AGENCY
CO	COUNTRY OFFICE
CRU	UNDP/CRISIS RESPONSE UNIT
GCER/ CWGER	GLOBAL CLUSTER FOR EARLY RECOVERY, FORMERLY THE CLUSTER WORKING GROUP ON EARLY RECOVERY
ECHA	EXECUTIVE COMMITTEE FOR HUMANITARIAN AFFAIRS
ERA	EARLY RECOVERY ADVISOR
ERE	EARLY RECOVERY EXPERT
ERF	EMERGENCY RESPONSE FUND
ERP	EMERGENCY RESPONSE PREPAREDNESS
EVD	EBOLA VIRUS DISEASE
GHD	GOOD HUMANITARIAN DONORSHIP
HC	HUMANITARIAN COORDINATOR
HCT	HUMANITARIAN COUNTRY TEAM
HIV/AIDS	HUMAN IMMUNODEFICIENCY VIRUS/ACQUIRED IMMUNE DEFICIENCY SYNDROME

HLP	HOUSING, LAND AND PROPERTY
HNO	HUMANITARIAN NEEDS OVERVIEW
HOA	HEAD OF AGENCY
HPC	HUMANITARIAN PROGRAMME CYCLE
HRP/SRP	HUMANITARIAN RESPONSE PLAN/STRATEGIC RESPONSE PLAN
IAHE	INTER-AGENCY HUMANITARIAN EVALUATION
IASC	INTER-AGENCY STANDING COMMITTEE
IDP	INTERNALLY DISPLACED PERSONS
ILO	INTERNATIONAL LABOUR ORGANISATION
IMO	INFORMATION MANAGEMENT OFFICER
INGO	INTERNATIONAL NON-GOVERNMENT ORGANISATION
MIRA	MULTI-CLUSTER INITIAL RAPID ASSESSMENT
NGO	NON-GOVERNMENTAL ORGANISATION
OCHA	OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS
ONR	OVERVIEW OF NEEDS AND REQUIREMENTS (LIBERIA)
PCHA	PEOPLE CENTERED HUMANITARIAN ACTION
PCNA	POST CONFLICT NEEDS ASSESSMENT
PDNA	POST DISASTER NEEDS ASSESSMENT
RC	UNITED NATIONS RESIDENT COORDINATOR
SADD	SEX AND AGE DISAGGREGATED DATA
SAG	STRATEGIC ADVISORY GROUP
UN	UNITED NATIONS
UNCT	UNITED NATIONS COUNTRY TEAM
UNDAF	UNITED NATIONS DEVELOPMENT ASSISTANCE FRAMEWORK
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UNHCR	OFFICE OF THE UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES
UNICEF	UNITED NATIONS CHILDREN'S FUND
WASH	WATER, SANITATION AND HYGIENE
WFP	WORLD FOOD PROGRAMME

THIS GUIDANCE IS NOT INTENDED AS A STEP-BY-STEP MANUAL ON HOW TO DEVELOP AND IMPLEMENT EARLY RECOVERY PROJECTS OR ON HOW TO COORDINATE A CLUSTER.

More information on projects and the cluster can be found in agency training and cluster coordination manuals – references at the end of this guidance.

Successful practices for the integration of Early Recovery in humanitarian response are found to be context specific, with key variables depending inter alia on: the type of crisis, the capacity and leadership role played by clusters and governments, the existing resilience of affected communities, and the pre-crisis engagement of the international community.

Early Recovery approaches and programming are equally applicable to all levels and to all types of humanitarian crisis response, albeit with different emphases in different types of emergencies or contexts.

Every emergency response, whether in sudden and slow onset, protracted, disaster or conflict contexts, can be conducted in a way to promote national capacities rather than undermining them, even if the context means that working with the government may not be appropriate in all situations. For instance, building the capacity of non-state actors may be important in contexts where the government is not able to, or is focused on responding to affected communities' needs.

Myanmar: Women in Myanmar's Chin State are empowered through UNDP skills training and workshops. By December 2012, UNDP microfinance had provided financial services in nearly 6,100 areas, reaching some 584,000 people- 98 percent women. Photographer: Tom Cheatham, April 2013

Photo Credit: UNDP

THIS REVISED GUIDANCE NOTE ON EARLY RECOVERY REFLECTS PROGRESS IN WIDER HUMANITARIAN THINKING AND POLICY SINCE 2008 ACROSS

the Inter-Agency Standing Committee (IASC), catalysed since 2010 through the Transformative Agenda process with associated revision of the protocols and tools guiding the international response process. This Guidance reflects agreements within the IASC and is grounded in the experience of practitioners concerning the most effective ways of implementing Early Recovery across all sectors of emergency response.

THE TARGET AUDIENCE FOR THE REVISED GUIDANCE IS:

- The international humanitarian community:
  - » Agencies engaged in humanitarian response
  - » International humanitarian actors in emergency settings, especially Humanitarian Coordinators (HCs), Humanitarian Country Teams (HCTs)[1] , clusters and implementing partners
  - » Early Recovery Advisors (ERAs) and Cluster Coordinators[2] deployed to the field
- United Nations Country Teams (UNCT)
- National governments and national organisations
- Development actors
- Member States and Donors
- The private sector

[1] An HCT is composed of organisations that undertake humanitarian action in-country and that commit to participate in coordination arrangements. Its objective is to ensure that activities are coordinated, that humanitarian action in-country is principled, timely, effective and efficient, and that it contributes to longer-term recovery. The overall purpose is to alleviate human suffering and protect the lives, livelihoods and dignity of populations in need. The HCT is ultimately accountable to the populations in need.

[2] For the purpose of this Guidance – meant to be relevant for all emergency responses, the term 'cluster' is used to mean an international (co-)led coordination mechanism for emergency response. This guidance is equally applicable In settings where clusters are not formally activated, other sector-based coordination mechanisms may be in place.

DURING AND IMMEDIATELY AFTER A CRISIS, NATIONAL ACTORS AND THE INTERNATIONAL COMMUNITY FOCUS PRIMARILY ON MEETING IMMEDIATE LIFE-SAVING NEEDS.

Quick action is required to save lives, minimize damage and restore order. At the same time, and from the start of humanitarian a response, time critical interventions which lay the foundations for sustainable recovery and a speedy return to progress on longer term development are also imperative. This requires that the response strategies and interventions are designed and implemented in a manner which supports and strengthens local ownership, capacities and resilience, are based on a thorough understanding of the context, promote equality and prevents discrimination, and contribute to strengthening the affected population's ability to cope better with any future crises.

> "EARLY RECOVERY IS A VITAL ELEMENT OF ANY EFFECTIVE HUMANITARIAN RESPONSE. IT IS AN INTEGRATED, INCLUSIVE AND COORDINATED APPROACH TO GRADUALLY TURN THE DIVIDENDS OF HUMANITARIAN ACTION INTO SUSTAINABLE CRISIS RECOVERY, RESILIENCE BUILDING AND DEVELOPMENT OPPORTUNITIES."
>
> *– Implementing Early Recovery, GCER, Nov 2013*

Over the past two decades the debate around how to implement 'linking relief, rehabilitation and development' saw the emergence of two explanatory theories: continuum and contiguum. Early discussions generally accepted that emergencies moved through a linear process in which relief, rehabilitation and development programming followed each other (a 'continuum'). Latterly, it has been recognized that the reality of emergency responses, particularly conflict related emergencies, is one of complexity with a need for non-linear and simultaneous humanitarian, recovery, development interventions to respond to the different needs of the emergency ('contiguum'). For example, in protracted crises like in Darfur, Democratic Republic of Congo and Somalia, agencies are involved in humanitarian, recovery and development programming in different parts of the country, and sometimes in the same areas, depending on the current state of the crisis.

Early Recovery is an approach that addresses recovery needs that arise during the humanitarian phase of an emergency, using humanitarian mechanisms that align with development principles. It enables people to use the benefits of humanitarian action to seize development opportunities, builds resilience, and establishes a sustainable process of recovery from crisis.

Early Recovery is both an approach to humanitarian response which, through enhanced coordination, focuses on strengthening resilience, re-building or strengthening capacity, and contributing to solving rather than exacerbating long standing problems which have contributed to a crisis; and also a set of specific programmatic actions to help people to move from dependence on humanitarian relief towards development. Early Recovery is never just a 'phase'. It is a multidimensional process of recovery that begins in the early days of a humanitarian response. An Early Recovery approach means focusing on local ownership and strengthening capacities; basing interventions on a thorough understanding of the context to address root causes and vulnerabilities as well as immediate results of crisis; reducing risk, promoting equality and preventing discrimination through adherence to development principles that seek to build on humanitarian programmes and catalyse sustainable development opportunities. It aims to generate self-sustaining, nationally-owned, resilient processes for post crisis recovery and to put in place preparedness measures to mitigate the impact of future crises.

Early Recovery should be coherent with the wider humanitarian response to avoid isolated and fragmented responses and small standalone projects. This requires better coordination and partnership within and outside

the UN. While the other clusters have their distinctive roles on early recovery, the GCER is mandated to support the integration of the approach across all sectors. Early Recovery focuses on preparing the ground for the transition from relief to development from the start of a humanitarian response.

THE FOLLOWING RECOMMENDATIONS WERE ENDORSED BY THE IASC PRINCIPALS IN 2013 AFTER A BROAD CONSULTATION PROCESS:

THE IASC PRINCIPALS RECOMMENDATIONS:

1. Request clusters* to integrate early recovery into all the different phases of the Humanitarian Programme Cycle (HPC) as the foundation for building resilience in a crisis or post-crisis context, and request the CWGER[3] supported by global clusters to report to the Principals on progress in integrating early recovery into their work.
2. Confirm the Cluster Working Group on Early Recovery (CWGER), led by UNDP, as the cluster coordination mechanism for developing early recovery policies and supporting their implementation in close consultation with other IASC bodies.
3. Agree that the roles and responsibilities of the CWGER are to develop guidance on early recovery; support clusters on integrating early recovery into the strategic humanitarian response and into the operational programming of all clusters; advocate on resource mobilisation for all clusters and Humanitarian Country Teams (HCT) early recovery strategic objectives; strengthen the capacity of the HCT in early recovery and strengthen the linkages between humanitarian operations and development frameworks, including durable solutions strategies for IDPs and returning refugees.
4. Request UNDP as chair of CWGER to develop an early recovery inter-cluster country support roster, steered by the CWGER Strategic Advisory Group. The purpose of this roster is to deploy early recovery advisor(s) who report(s) to the Humanitarian Coordinator (HC).
5. Recommend that IASC organisations use existing coordination structures such as inter-cluster coordination groups to coordinate and integrate the overall early recovery approach at the country level.
6. Request HCTs to identify thematic areas that are not included within the existing coordination mechanisms of a crisis-affected country.
7. An additional coordination body may be created locally to meet specific early recovery needs which would not be covered otherwise. In consultation with the global cluster lead for early recovery, the HCT will determine the name of this body according to the issue being addressed and recommend the agency with the appropriate capacity and coverage to lead it at the national and sub-national level. This agency would be confirmed by the ERC during the cluster activation process and be accountable to support that work in the country, as a cluster lead agency would be. Where possible, local capacities and structures will be encouraged to lead early recovery coordination efforts.

* except Logistics and Emergency Telecommunications clusters

[3] In August 2014 the CWGER became the Global Cluster for Early Recovery (GCER). The original nomenclature is retained when referring to documents where it was so named.

GUIDING PRINCIPLES FOR EARLY RECOVERY

01 Ensure **national ownership** of the Early Recovery process through full engagement (to the extent possible and appropriate) of national and local authorities in the planning, execution, and monitoring of recovery actions.

02 Use and promote participatory practices to identify needs, build capacities for empowering communities and create the foundations for sustained and meaningful participation throughout all phases of the response.

03 Conduct initial assessments of needs and capacity to ensure that emergency response builds on existing mechanisms and capacities and does not set up parallel systems.

04 Ground interventions in a **thorough understanding of the context** based on the findings of risk and vulnerability assessments and conflict analysis. Building resilience requires that emergency response addresses root causes as well as immediate needs.

05 Do no harm through the 'what' and the 'how' of emergency response. External assistance is never neutral, and becomes part of the context in which it is delivered. It can therefore reinforce or start to address inequalities which contributed to, or can exacerbate the crisis.

06 Include **risk reduction and conflict prevention** measures in programming.

07 Promote equality and develop local capacities to prevent discrimination of any kind including gender, ethnicity, age, language, religion, politics, national or social origin, disability, property, birth or other status. Early Recovery programming should identify and address the main patterns of discrimination, inequality and exclusion resulting from or contributing to violent conflict.

08 Promote gender equality based on a thorough understanding of women's and men's, boys' and girls' different needs and capacities. Women's roles in transition and development are profoundly affected by how far the emergency assistance includes their needs in assessments, planning and programming, and builds on their considerable expertise and strengths for recovery.

10 Ensure **integration of cross-cutting issues** including, though not limited to, environment, security, human rights, protection and HIV/AIDS throughout the Humanitarian Programme Cycle (HPC).

11 Maximize synergies between different actors at all levels where relevant.

12 Strengthen accountability systems, so that populations can hold governments, local authorities and humanitarian actors to account in the implementation of Early Recovery plans and programmes as well as find redress if they have a grievance or a legitimate claim which is unfulfilled.

Photo Credit: UNDP

EARLY RECOVERY REQUIRES THE PARTICIPATION OF ALL ACTORS INVOLVED IN SUPPORTING AFFECTED POPULATIONS

during the humanitarian phase to ensure its integration into all approaches, strategies and activities.

Key partners include: the Humanitarian Country Team (including NGOs), the United Nations Country Team, International Financing Institutions (IFIs), government authorities at all levels, national NGOs and civil society. Ultimately the Humanitarian Coordinator is responsible and accountable for ensuring that humanitarian actions have sustainable effects so that conflict and/or disaster affected populations receive the kind of support that will measurably improve their longer-term perspectives for recovery.

At the global level the Global Cluster for Early Recovery works through its networks to promote an understanding of

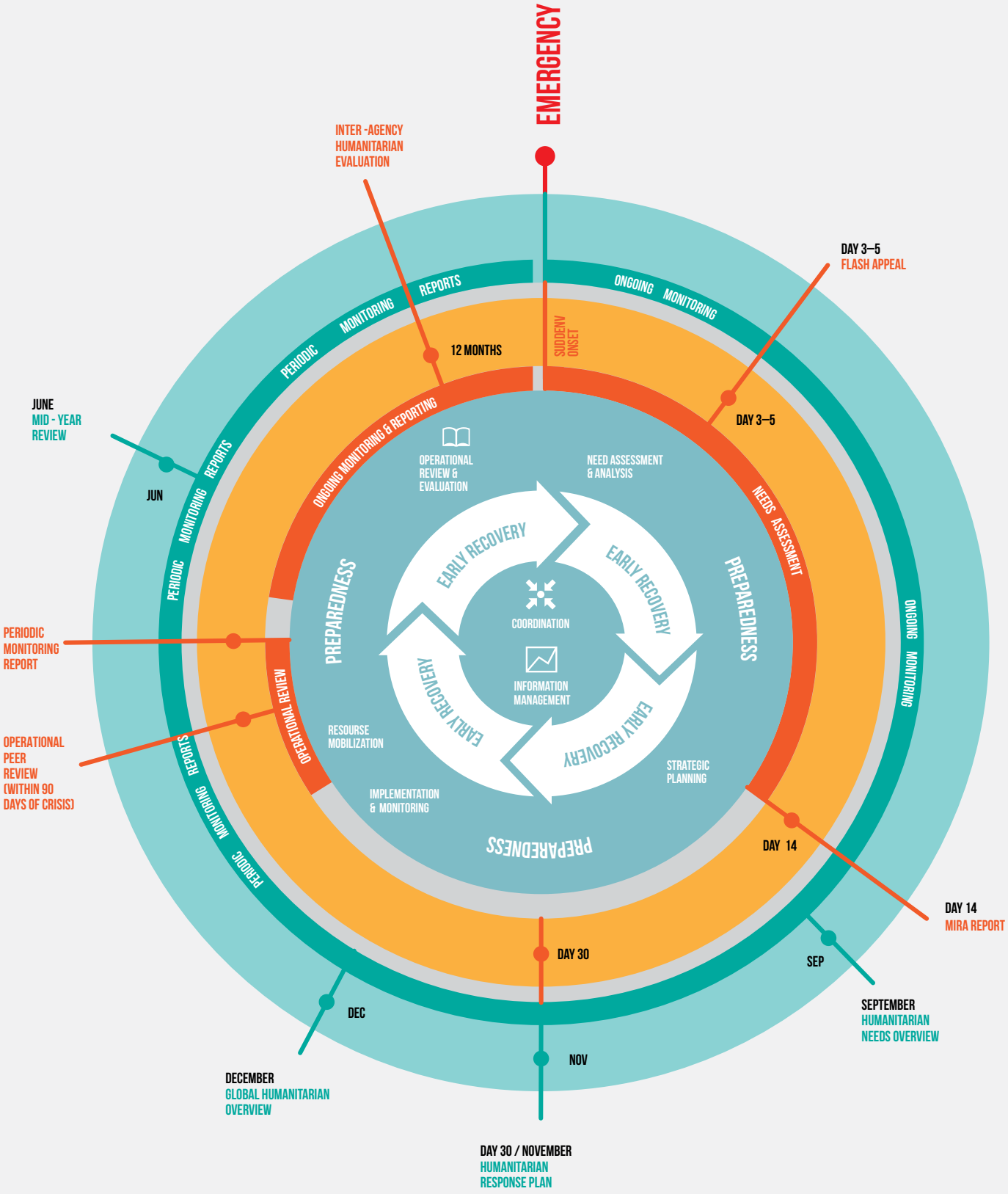
Photo Credit: UNDP

early recovery and ensure that early recovery perspectives are incorporated into the directives, guidance, tools, decisions and training modules of global Clusters and IASC products. At local level, the Clusters are key entry points to ensure early recovery integration and coherence. The HC – and where deployed, an Early Recovery Advisor (ERA) – will leverage humanitarian actors to incorporate into needs assessments, strategic plans and programmes both a perspective and plan of action that promote individual, household, community and national abilities to recover faster and more sustainably. Emphasis is also on working across Clusters, which simultaneously improves inter-cluster coordination and avoids creating 'Cluster silos'.

Active engagement with donors can demonstrate that contributing to funds and programmes that have strong early recovery elements will ultimately benefit from a greater return on their investment in the longer term and also shorten the humanitarian phase.

Photo Credit: UNDP

FIG. 4. THE HUMANITARIAN PROGRAMME CYCLE FOR BOTH SUDDEN ONSET AND PROTRACTED CRISES



THE HUMANITARIAN PROGRAMME CYCLE (HPC) – ROLLED OUT AS PART OF THE IASC TRANSFORMATIVE AGENDA – CONSISTS OF A SET OF INTER-LINKED PROGRAMMATIC TOOLS TO ASSIST THE HUMANITARIAN COORDINATOR AND HUMANITARIAN COUNTRY TEAM TO PREPARE, PRIORITIZE, STEER AND MONITOR THE COLLECTIVE RESPONSE THROUGH INFORMED DECISION-MAKING.

Affected people are at the centre of the HPC and they should be consulted at each step. The ultimate objective is to improve the delivery of aid through a better joint response.

Early Recovery is a vital element of any effective humanitarian response. Planning for it should start before or at least when the crisis begins. For humanitarian organizations, early recovery can provide a path to durable solutions and an exit strategy. For both reasons, programmes that promote sustainable long-term solutions, including greater individual and community resilience, should be integrated into the HPC and explicitly referenced in humanitarian strategies and approaches.

Early Recovery is guided inter alia by the principle of 'build back better' and is underpinned by capitalizing on a detailed understanding of local situations. Using data and an evidence base is critical for this concept, as well as communicating effectively with affected people, to ensure that their wishes, ideas and capacities are taken into account in planning and implementation as necessary. Early Recovery response is informed by information management, needs assessment and analysis.

Decision making on Early Recovery in the field happens at various stages of the HPC, including in the analysis and prioritisation of needs, and notably in Humanitarian Response Planning processes where Strategic Objectives (and Cluster Objectives) are established, and 'Boundaries' (or 'scope of the plan') are agreed. Boundaries present HCT conclusions on which of the identified needs will be addressed through humanitarian response and which are (or should be) more-appropriately addressed by others, e.g. governments, or development actors. Decision making on this point has generated healthy debate amongst HCTs and Inter-Cluster Coordination fora on resilience topics, and how to define capacity building for national actors in the context of humanitarian response.

Early recovery is implemented both vertically, in a phased manner, with its concepts, strategies and funding requirements mirroring the different phases of the HPC, and horizontally, by ensuring the integration of an Early Recovery approach through all sectors' response interventions.

Photo credit: UNDP/SRF Faces Resilience Photo Contest

INTEGRATION OF EARLY RECOVERY AT THE STRATEGIC LEVEL IN HUMANITARIAN RESPONSE PLANS:

One of the purposes of a situation analysis is to initiate a collective and coordinated process of response, recognizing that local ownership and engagement from the start are crucial to the quality of the response and the quality of coordination and decisions. A collective situation analysis informs subsequent steps of the HPC, notably – in rapid-onset crises - the joint rapid needs assessment and primary data collection which need to include an assessment of early recovery needs. It is vital to have strong advocacy for early recovery across the response at the earliest phase of the Humanitarian Programme Cycle (HPC), to inform situational analysis and subsequent planning.

Amongst the key findings from a desk review of 2015 planning instruments from selected contexts was that all of the strategies clearly prioritised Early Recovery, with many cases of 'top level' Strategic Objectives (SO) being explicit. A selection is presented here:

- Improve the access of conflict-affected people to livelihoods and durable solutions to enable them to restore their self-sufficiency and build resilience. (SO3, Iraq SRP for 2014/15)
- Resilience: The most vulnerable households, groups and communities are better able to mitigate risk and withstand shocks and stresses. (SO3, Sudan SRP for 2014)
- Affected people quickly regain access to community and local government services, including basic education and a strengthened protective environment. (SO5, Philippines/ Typhoon Haiyan SRP)
- ENSURE essential services, SO4: PRESERVE stability (SO3, Ebola – Overview of Needs and Requirements (ONR).

Photo Credit: UNDP

Photo Credit: UNDP

CRITERIA FOR INTEGRATING EARLY RECOVERY:

01 LIFE SUSTAINING:
Does the project help sustain the lives saved?

02 TIME CRITICAL:
Is the project implemented alongside relief interventions?

03 BRIDGE BETWEEN RELIEF AND LONG TERM RECOVERY:
Does the project serve as a link between relief and long term recovery by building upon relief assistance and laying the essential foundations for long term recovery/reconstruction?

04 FACILITATE THE DELIVERY OF RELIEF ASSISTANCE:
Does the project help facilitate the delivery of relief assistance?

05 STRENGTHEN NATIONAL AND LOCAL CAPACITY TO TAKE CHARGE OF THE RECOVERY PROCESS:
Does the project aim to resuscitate and strengthen national and local capacity to coordinate and lead the implementation of early recovery programmes and plan for full recovery?

06 REDUCE DEPENDENCE ON RELIEF ASSISTANCE:
Does the project help support the resilience and the spontaneous recovery efforts of communities, and help restore livelihoods, community infrastructure and basic social services?

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. Acting on monitoring and evaluation results will increase the relevance, efficiency and effectiveness of ongoing and future programmes. The outcome of iterative evaluations of progress towards achieving results should inform strategy and planning decisions, programme realignment, provide tangible feedback to partners and stakeholders, and feed into donor reporting and resource mobilization initiatives.

Since a post-crisis setting is usually dynamic and the situation is constantly evolving, plans, approaches and programmes need to be constantly monitored and adapted to the changing context. Different kinds of monitoring can be adapted to different objectives, as indicated in the HPC Monitoring Framework and Monitoring Guidance:

- Strategic Plan monitoring entails monitoring the overall response against Strategic Objectives into which Early Recovery objectives are embedded;
- Cluster Coordination Performance Monitoring can be used to support clusters in reviewing how well they are performing against the six cluster core functions included in the Cluster Coordination Reference Module. Where a Cluster specifically designated for Early Recovery is activated, a CCPM should be undertaken in line with the CCPM Guidance Note.
- Periodic monitoring of early recovery plans, strategies and projects can track progress and lead to corrective measures where necessary. The Periodic Monitoring Report (PMR) is linked to the SRP and was developed by the IASC as an HC/HCT monitoring tool to help take stock of the collective humanitarian response. The PMR alleviates the need for the field to do a classic CAP mid-year review (MYR), as was done in previous years.

As well as guiding strategic priorities, needs assessments also guide choice of key indicators on which the 'success' of the overall response will be measured. Including ER-related indicators in the monitoring systems, as well as cross-referencing ER with indicators in other sectors, will ensure that it remains central to the response[4]. The choice of associated indicators therefore provides a powerful mechanism for integrating Early Recovery into overall response plans. Similarly, for specific sectors/clusters, how interventions[5] are contributing to laying the foundations for recovery and longer term development should be measured systematically.

Good monitoring practice emphasizes using appropriate participatory techniques for the design and conduct of monitoring systems which allow timely identification of corrective measures, and capture the experiences and voices of the target population. Once again, this supports the overall Early Recovery approach[6].

Both Operational Peer Reviews (which are designed to inform updates of the HRP), Inter Agency Humanitarian Evaluations (IAHEs) and other evaluations of the response, need to include routinely whether and how the response has contributed to longer term recovery and smooth transition into development. Findings will support the evidence base for the value of Early Recovery as well as informing any adjustments to programming which are necessary for progress on desired Early Recovery objectives.

It can often be challenging to determine if early recovery interventions have achieved their stated objectives later 'down the line'. Iterative evaluations are useful tools to show how interventions have had an impact over time. By

[4]For the full indicator registry, see: ir.humanitarianresponse.info

[5] Both in their objectives or through the manner of their implementation

[6] Tools for monitoring Early Recovery through clusters (developed by the ERA deployed to Afghanistan) are available on the associated resource page as a starting point for developing Early Recovery monitoring tools for different settings.

[7] For example, *Review of UNDP Early Recovery Programming Recommendations emanating from Early Recovery Field Missions during the period March – May 2010, and Thematic Cluster Evaluation: UNDP Livelihoods and Economic Recovery Interventions from 2009 until 2012.* June 2014, both available on request from UNDP

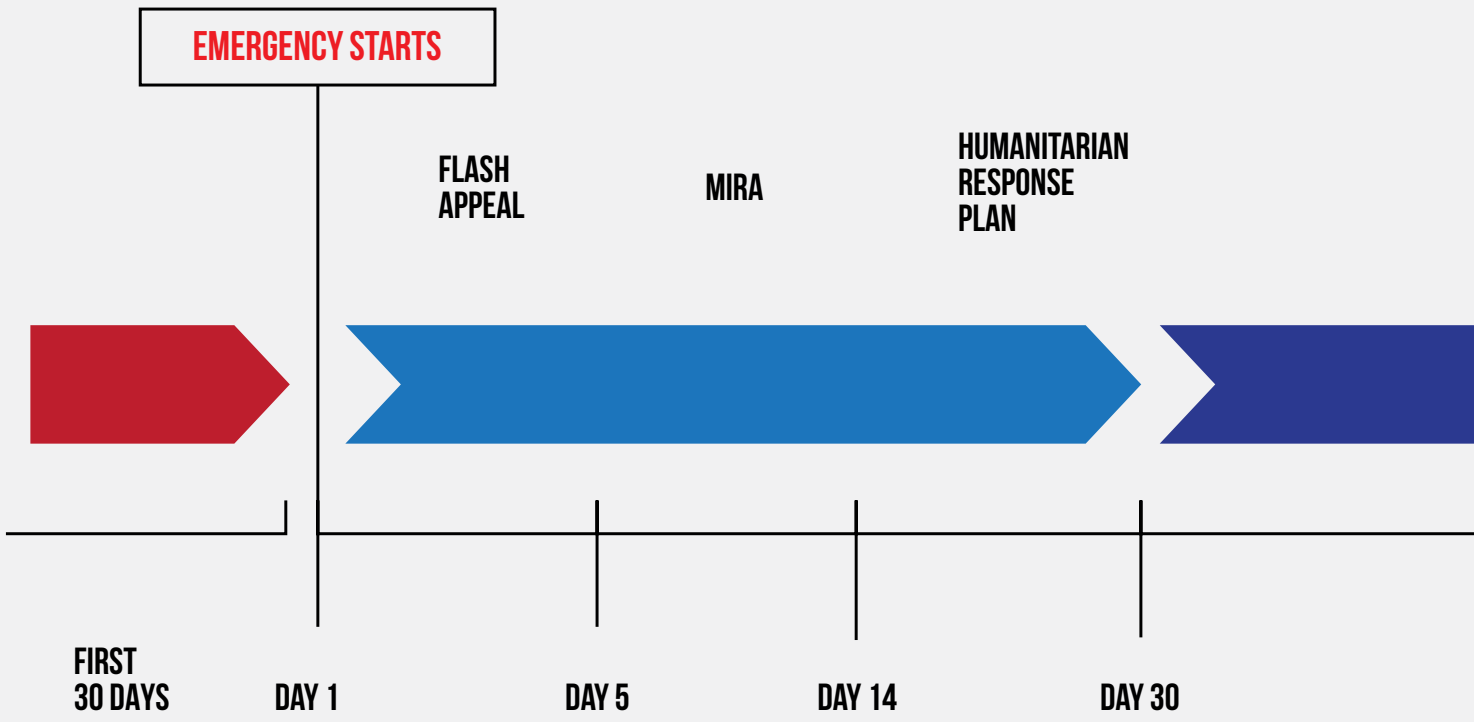
returning to the same communities at different time spans after a crisis, it is possible to assess whether and to what extent people have benefited from humanitarian, early recovery and longer-term recovery interventions and to take corrective action should evidence indicate that approaches are not working.

Generic evaluations are periodically undertaken. These measure the extent to which Early Recovery globally is having a positive impact[7].

In all cases, evaluations need to reflect how far the response is contributing to Early Recovery principles.

Photo Credit: UNDP

PLANNING EMERGENCY RESPONSE AND PREPAREDNESS IN SUDDEN ONSET CRISES



ER ACTIVITIES/RESPONSIBILITIES:

Capacity mapping of all national response capacities to inform the PSD and subsequent response strategies *Lead: RC/HC & UNCT/HCT including UNDP CO)*

EMERGENCY RESPONSE PLANNING: INITIAL RESPONSE

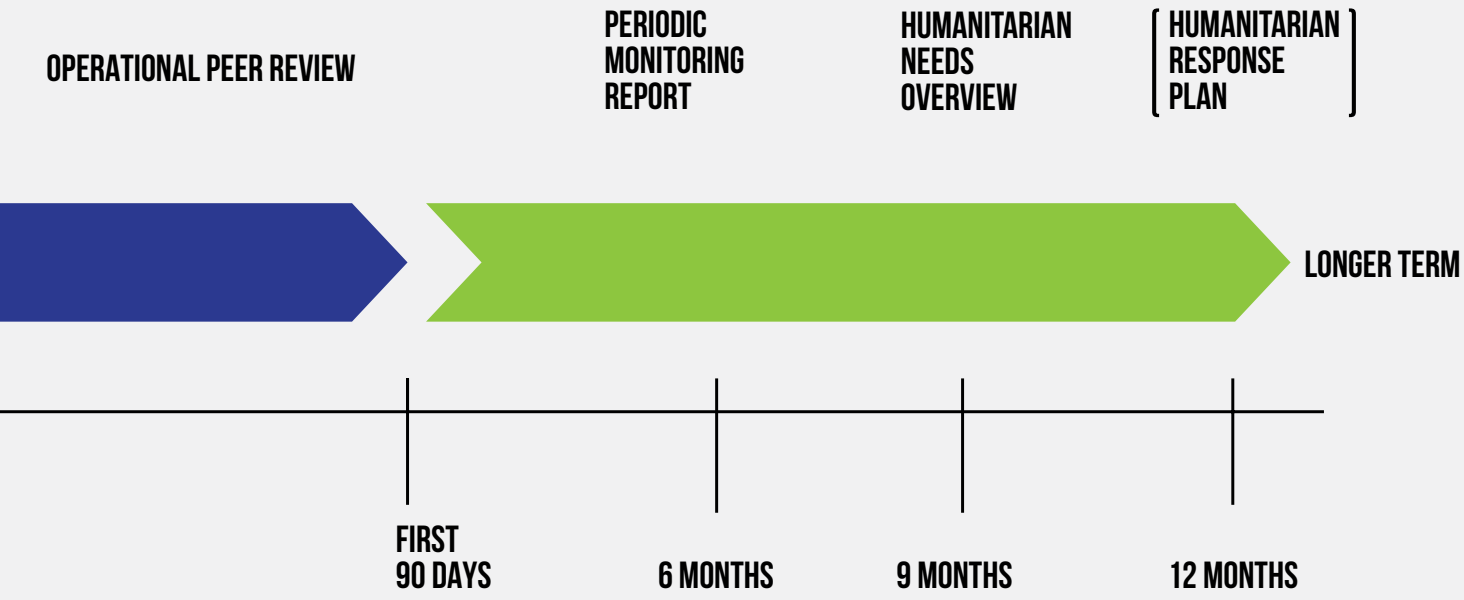
Situation analysis incorporates capacity mapping results; recognize local ownership and engagement in response from the start; identify key response priorities including for building back better/resilience. Incorporate ER-specific activities in other clusters /sectors. Decide whether to activate a separate ER-related cluster.

Flash Appeal: As the first document operationalising the response priorities, the PRP highlights standalone ER activities as well as reflecting ER elements of other sector response. (Lead: HC/HCT supported by ERA or UNDP Rep in HCT/UNCT).

MIRA and other initial assessments – include ER questions/ data collection. (Lead: ERA for HC or UNDP CO if no ERA deployed)

Humanitarian Response Plan: Details of ER activities and approach reflected across all clusters and other ER-related cluster if activated, together with budgets. Objectives for building back better/strengthened resilience should be included. Indicators will measure progress on ER objectives across all sectors. (Lead: HC with ERA/ER or cluster CLA)

PLANNING RESPONSE IN PROTRACTED CRISIS



Humanitarian Coordinator (with ERA support) functions as catalyst for cross-sector ER integration; advocate for incorporation of ER-related approaches/activities in other clusters; communication facilitation between development and humanitarian actors. (Lead: HC/ERA, all cluster/ sectors/ HoA) Separate ER interventions implemented as appropriate. (Lead: CLA of different clusters and/or separate ER-related cluster)

Response monitoring will include progress on ER in all sectors in line with SRP objectives, including contribution to resilience building, durable solutions, and stabilization as contextually appropriate. (Lead: HC/RC with national and international humanitarian partners; ERA support for ER)

If ERA still in place, support to clusters in operationalising transition to nationally led coordination as appropriate. Support if needed for development actors to revise development plans (e.g. UNDAF) in light of PDNA/PCNA, or outcomes of the recovery which necessitate changed objectives. (Lead: RC/HC with ERA support)

ADVISORY SUPPORT

Strong and informed leadership on the nature and value of integrating Early Recovery throughout the response (across all sectors and at all stages of the response) is probably the single most important factor in its prioritisation. The GCER can provide advisory support to the Humanitarian Coordinator, and thereby the humanitarian community, through the deployment of an Early Recovery Advisor (ERA[8]).

ERAs provide high quality expertise on how to integrate early recovery into a humanitarian response to ensure that the dividends of humanitarian work are sustained, and contribute to longer term recovery and development. ERAs work with all humanitarian actors across the spectrum of clusters to develop a common understanding of the 'big picture', to encourage them to take into account longer term objectives in their coordinated response.

Heads of Agencies (HoA) have also a prominent role in ensuring that their staff understand the nature and importance of adopting an Early Recovery approach.

COORDINATION

Early Recovery coordination seeks to improve the humanitarian response by generating a decision-making process that is inclusive, transparent, consultative, guided by objectives, and evidence-based. A key aim is to engage operational actors and partners in the planning process in a manner that enables them to influence the direction of the response, and to negotiate priorities and resources in a rational and cooperative manner[9].

The GCER is responsible for supporting the coordination of early recovery activities through cluster coordination. This function is activated in countries where specific early recovery needs are not covered by the existing (or activated) clusters – for example, the activation of a "Debris Management" cluster following an earthquake. It is also an issue which is critical to permit communities to start the reconstruction and rehabilitation process. The HCT will decide upon the need for such a cluster and decide an appropriate name to reflect the thematic issue it covers. Previous examples are the "Return, Reintegration, and Recovery" Cluster (RRR Cluster), dealing with displacement solutions in Sudan, and the "Community Restoration" Cluster in Pakistan.

Where such a cluster is established the GCER is responsible for providing guidance and resources for cluster coordination, including information management.

The coordination of Early Recovery activities in-country happens in two ways:

a. For all emergencies the primary mechanism for the coordination of Early Recovery is through existing inter-cluster coordination mechanisms;

b. In settings where specific Early Recovery needs are not being met within existing coordination mechanisms, the HCT may decide to create a coordination body, e.g. an additional cluster or sector working group to meet these needs, the name of which is determined by the issues to be addressed. The Cluster Lead Agency is selected according to the nature of the cluster or working group activities (see further details below, under 'Additional Early Recovery related Cluster'.

[8] For more details on Early Recovery Roles and Responsibilities, see Annex 3

[9] See the IASC Reference Module for Cluster Coordination at the Country Level. For more details on Coordination, see section V, under 'Implementing Early Recovery'

[10] In inter-cluster coordination meetings, incorporation of early recovery approaches across different sectors can be a regular agenda item.

EXISTING INTER-CLUSTER MECHANISMS

In all emergency responses, Early Recovery is integrated into the work of all coordination mechanisms/clusters, with the existing inter-cluster platform being the primary mechanism for its coordination[10]. Creating a new coordination body for early recovery is never advised. It is important that national actors are involved in the leadership of the coordination mechanism wherever possible.

As for all sectors, a key function of the inter-cluster coordination is to maximize synergies among different actors through efficient coordination of stakeholders in the early recovery process. This should be done through sharing information and promoting integration to avoid duplication and gaps, optimizing the resources available for sustainable recovery.

On behalf of the HC, the ERA can provide support to the inter-cluster coordination on early recovery, and to individual sectors/clusters (as capacity permits). Given their multi-sectoral perspective, ERAs can play a catalytic role in bringing different actors together as appropriate to develop multi-sectoral early recovery interventions. (See Annex 4 for the different Early Recovery roles and functions)

Effective integration of early recovery throughout the response requires that, as far as is possible and appropriate in each crisis setting, each sector and cluster design their response with a view to longer term recovery while also addressing immediate, life-saving needs. HCs have the lead responsibility for ensuring early recovery issues are adequately integrated through the HPC at country level in cooperation with national actors. Critically, this involves building on and supporting local and national response capacities, including preparedness. Capacity mapping developed as part of preparedness (and included in Contingency Response Plans), or collated from secondary sources and including actors already in-country, is an important initial step of the response, and informs situation analysis.

Early recovery interventions can be implemented as part of the response of different sectors and of a separate cluster. Each sector/cluster and the relevant Cluster Lead Agency take the lead on integrating early recovery within their sector – designing their response in line with early recovery approaches and principles. Annex 1 provides examples of interventions for the different sectors which integrate an early recovery approach.

Photo Credit: UNDP

ADDITIONAL CLUSTER FOR EARLY RECOVERY

In line with the IASC Cluster Coordination Reference Module, the HC and HCT may decide if and when an additional coordination body (cluster) needs to be created in a given setting to meet specific early recovery needs which are not being addressed[11] within existing coordination mechanisms. The HCT, in consultation with UNDP as global Cluster Lead Agency (CLA) for Early Recovery, determines the name of this coordination arrangement according to the issue (s) being addressed , and will designate the agency with the appropriate expertise, capacity and presence to lead it, whose role is confirmed by the Emergency Relief Coordinator during the cluster activation process. The local CLA is accountable for support to the work in-country in line with responsibilities of all CLA[12], for providing (preferably dedicated) coordination capacity for the cluster, and for agreeing on a Cluster transition or de-activation strategy when transitioning to longer-term programming led by the government.

As described in the Recommendations endorsed by the IASC Principals, based on the local context and needs and following a gap analysis, the Resident/Humanitarian Coordinator (RC/HC) may recommend a cluster be established with a specific focus on an identified thematic area not covered by other clusters. The brief case study on the process followed in Iraq describes good practice in this regard.

These clusters have been named according to their specific thematic areas of focus such as 'Social Cohesion and Livelihoods' cluster in Iraq, an 'Early Recovery and Livelihoods' cluster in the Philippines, and a 'Recovery, Return and Reintegration' sector in Sudan[13].

Whilst a range of diverse issues were covered through the work of these clusters, some interesting common good practice themes emerged from the review. In a number of cases these clusters worked to enable the rest of the humanitarian response as well as recovery.

EXAMPLES

In the Philippines: (2013), cluster partners worked in a coordinated manner to assist the government to support the participation of local communities in the clearance and management of rubble and debris following the storm.

As part of the response to the 2013/14 emergency in the Central African Republic, the HC and HCR decided that the historic 'Early Recovery' cluster should change its focus and name to respond to the specifics of the inter-ethnic violence fuelling the current displacement and instability. A Livelihoods and Community Stability Cluster was activated, co-led by UNDP and the INGO ACTED (Agency for Technical Cooperation and Development). The overarching objective of the Livelihoods and Community Stability Cluster is to support an effective response through a community focus on building resilience and reducing the risk of a resurgence of crisis through the restoration of capacity of affected households and community institutions. Specific objectives are: (i) contributing to the reduction of inter- and intra-community tensions; (ii) Supporting non-agricultural employment/livelihoods for young people and other conflict victims; (iii) reinforcing capacities and structures of local governance and (iv) facilitating consultation and coordination between national and international actors.

Debris clearing and recycling of debris activities resulted in renewed access and the restoration of schools, hospitals, health care units, municipal halls, day-care centres, roads, drainage canals, dump sites and other public places including churches and public markets. The example of the occupied Palestinian Territories also warrants a mention, where cluster partners have worked on **rubble removal and the explosive remnants** of war to enable further response and recovery after successive conflicts in Gaza.

The **Restoration of Local Governance and Re-establishment of Service Delivery** in post-disaster contexts was another core thematic area identified by cluster partners. The Government of the Philippines was supported in a) developing a participatory recovery plan that set out the priorities of the communities in order to strengthen their resilience and b) restoring the functionality of local government units in typhoon-affected regions to lead and deliver recovery, e.g. critical public service delivery for the affected populations; this also included the setting up of local level grievance mechanisms to work towards the peaceful resolution of any conflicts over issues such as land and/or resettlement.

Stability and social cohesion was a recurrent theme for these clusters; in addition to Iraq and Sudan, Yemen and Myanmar have also made use of similar coordination

forums. In Iraq, the cluster focused on ways to take account of the complex social fabric, recognizing the extremely volatile situation, in particular between displaced and host communities. This was done through promoting dialogue between different groups – encouraging 'humanization and communication'; and, working to protect livelihoods, income and public services in a context where the consequences of large numbers of displaced arriving has been daily labour rates going down, prices (rents) rising and petty crime increasing. Response has included activities to promote sustainable livelihoods for vulnerable host communities and IDP families, including access to credit, grants, cash assistance, market assessments and vocational skills training, handled through transparent selection mechanisms for beneficiaries and regular communication with affected groups.

In terms of **livelihoods** work, cluster strategies in many countries have included cash-for-work emergency employment, cash injections and the purchase of local materials and services, providing crucial relief to many households of the affected population. These efforts have had a significant multiplier effect, stimulating local economies and restoring purchasing powers.

In the case of the Philippines, the loss of livelihoods was mainly due to infrastructure damage, lack of market access and disrupted cash flow. Many micro, small and medium enterprises were destroyed or unable to continue, with assets lost and capital depleted. The immediate early recovery objective was to help individuals return to normalcy by providing much-needed livelihoods through immediate short-term employment for debris-clearing activities (see example above) and the repair and reconstruction of public infrastructure and urban economic structures. Following the immediate response the focus switched to providing more sustainable sources of income, e.g. through skills training and support for enterprise recovery with the aim of gradually giving men and women decent work and an alternative source of income (business) that they could own and manage themselves. Some beneficiaries received food stalls made of coconut lumber (recycled) or received cash grants that they could use to start their small food stall vending business.

In all cases where clusters were established respondents noted that it was crucial to ensure adequate coordination and planning with other related clusters, in particular Food Security (agricultural livelihoods) and protection (relating to the rights of individuals and families, versus inter-communal concerns on social cohesion issues).

[11]Eg Uganda: Governance Infrastructure and Livelihoods Cluster; Ivory Coast: Social Cohesion Cluster; Kyrgyzstan: Community Restoration Cluster; Sudan: Governance Infrastructure and Economic Recovery

[12]See Reference Module for Cluster Coordination at the Country Level: https://clusters.humanitarianresponse.info/system/files/documents/files/iasc-coordination-reference%20module-en_0.pdf

[13]In this context it was agreed that 'Livelihoods' would relate to non-agricultural livelihoods; agricultural livelihoods being covered by the FSC.

Philippines skills training

Photo Credit: UNDP

EARLY RECOVERY PROGRAMMING AIMS TO GENERATE SELF-SUSTAINING, NATIONALLY-OWNED

processes through the provision of a set of specific programmatic actions that support affected populations to regain their way of life, assets and capabilities; Focusing on local ownership and strengthening capacities; basing interventions on a thorough understanding of the context to address root causes and vulnerabilities as well as immediate results of crisis.

Early Recovery programming enables plans and strategies to be translated into concrete actions that support affected populations to regain their way of life, assets and capabilities with enhanced resilience to future disasters. It builds on people's spontaneous efforts to cope, recover and rebuild after a disaster.

Early Recovery programmes encompass specific interventions to help people move from dependence on humanitarian relief towards sustainable development. They usually start in the emergency phase, are the key element in the stabilization or consolidation phase in post-conflict settings, and wind down as national institutions take over the direction and guidance of development programming.

Typically (but not exclusively), Early Recovery programmes address issues of livelihoods, governance and restoration of basic services and infrastructure[14]. They are implemented by different agencies and coordinated through different clusters.

[14] For more examples of Early Recovery programming by various agencies, see Annex 1

EARLY RECOVERY—PROGRAMME TYPES

1

LIVELIHOODS

- Agricultural and non-agricultural
- Economic recovery
- Government recovery
- Cash and vouchers for seeds, fertilizer, hand tools, community infrastructure rehabilitation
- Rehabilitation of productive assets (e.g. fishing boats, livestock)

2

BASIC INFRASTRUCTURE AND REHABILITATION

- Waste management
- Utility systems (water electricity)
- Roads, bridges, schools, clinics
- Local government buildings
- Community buildings: prisons, markets
- Mine awareness and clearance

GOVERNANCE

- Rule of Law
- Peace and Reconciliation
- Community Stability
- Social Cohesion
- Local Governance
- Civil Society

3

CAPACITY-BUILDING INVESTING IN PEOPLE:

- Farmers, health professionals, midwives, Community Health Workers
- Police
- Government services
- Small and medium enterprises
- Civil Society

4

AN EARLY RECOVERY PROGRAMME SHOULD DISPLAY SOME OR ALL OF THE FOLLOWING FEATURES:

01 Builds on emergency assistance programmes to ensure that their inputs become assets for longer term recovery and development.

02 Addresses the underlying causes of the crisis.

03 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.

04 Strengthens existing capacities of local authorities to manage/coordinate crises, for example, through training programmes on local governance responsibilities.

05 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.

06 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.

07 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.

08 Focuses on providing services for returning communities, such as water and sanitation, education, health, etc.

09 Supports local initiatives to revive livelihoods, through for example agricultural restoration.

10 Provides security, for example through mine action interventions, and confidence building for communities, such as policy dialogue with police, civil authorities, etc.

11 Pays attention to sustainability and equality, and includes communities in

shaping and implementing activities.

12 Mainstreams peace-building and reconciliation activities, through for example, facilitation of dialogue among communities and reintegrating populations.

13 Links into local-level early recovery coordination mechanisms, which are supported by a strong interagency coordination mechanism for agencies supporting service provision at the local level, with a clear allocation of roles and responsibilities.

14 Utilizes inter-cluster coordination and interdependence of elements according to the partners' mandates.

Photo Credit: UNDP

UNDP IN ITS ROLE AS CLUSTER LEAD AGENCY HAS DEVELOPED A SERIES OF SIGNATURE PRODUCTS

which provide practical guidance for the rapid design of short-term early recovery projects for immediate implementation in (post) crisis contexts. They address areas of need specific to the emergency setting which can pave the way to a faster transition to full recovery and development. These include:

DEBRIS MANAGEMENT[15]

Debris management projects includes: i) Effective assessment management- including assessments, consultations with communities, partnership with private sector etc; ii) Safe removal and re-use of debris i.e. debris removal, re-use/recycling of debris for the rehabilitation of community infrastructure; iii) emergency jobs (i.e. debris removal), training in recycling and enterprise management, establishment of MSMEs and public-private partnerships; iv) Institutional strengthening- coordination, support to development of policy frameworks, and information management. Debris management may be life-saving by re-opening access of aid delivery to crisis affected communities. It is also a medium to long-term activity focused on development (skills building, planning, legal aspects, capacity building, etc.).

Philippines: Cash-for-work - all hands! - Tacloban.

EMERGENCY EMPLOYMENT AND ENTERPRISE RECOVERY[16]

Emergency employment focuses on providing beneficiaries with cash payments and immediate income generation activities, while providing a basis for more sustainable livelihoods. Enterprise recovery may provide affected men and women with small grants to (re) establish micro or small businesses. Emergency employment often contributes to rapid improvements to community infrastructure while strengthening disaster preparedness, enabling access to local markets and restoring delivery of basic services. Projects may boost purchasing power, revive markets, help crisis affected people to develop or regain sustainable livelihood assets and contribute to the revival of the local economy. Where possible, emergency employment projects where possible will be environmentally sustainable and[17] may serve as an entry point for social cohesion through community dialogue and participatory planning for projects as well as joint contributions by different groups (i.e. host community members, displaced groups, youth at risk etc) to community projects.

COMMUNITY INFRASTRUCTURE REHABILITATION[18]

Community infrastructure rehabilitation projects mobilize communities to help restore access to markets and essential basic services for the entire community. The process of rehabilitating infrastructure can create short-term employment for vulnerable groups (e.g. internally displaced persons (IDPs), ex-combatants, young people, women, and people with disabilities) and can also support longer-term opportunities when a skills development and training component is incorporated. Rehabilitation of community infrastructure can also be critical for economic recovery by allowing access to local markets and (re) connecting communities.

MUNICIPAL SOLID WASTE MANAGEMENT

A crisis or disaster can result in significantly higher volumes of waste (for instance as a result of displacement[19]). This may be combined with an overall lack of capacity of local authorities[20]. Whereas uncontrolled accumulation of waste poses many health risks to communities, improving services related to the collection, recycling and disposal of municipal solid waste can present a multitude of livelihoods opportunities and local economic recovery and also provide avenues for social cohesion and reconciliation efforts and strengthen trust in local authorities' service delivery. MSMW projects contribute to: i) prevention of vector borne diseases by removal of municipal solid waste; ii) support to livelihoods stabilization through emergency employment and enterprise recovery; iii) support green enterprises and environmentally sustainable (self-) employment through re-use and recycling of waste, including the production of waste derived products; iv) contributes to restoration of local state authority through improved basic service delivery.

Integrated into early recovery projects are basic principles such as empowerment of women and gender equality; building capacity and social capital; environmental protection; conflict sensitivity, and investing in disaster risk reduction (DRR) and preparedness.

[15] http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-debris-management.html. UNDP is also developing a Guidance Note on Solid Waste Management which will complement the note on debris management, and will be published shortly

[16] http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-emergency-employment-/

[17] Re-use and recycling of debris/ waste, including waste derived products

[18] http://www.jm.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-community-infrastructure-reh/

[19] A crisis or disaster can also have led to a substantial influx and/or movement of population groups (i.e. IDPs, refugees etc), as well as foreign aid and relief into particular areas, leading to much higher waste generation rates (or accumulation in specific areas) and different types of waste to be disposed of.

[20] both technically and in terms of resources (i.e. due to a loss of staff and equipment, lack of financial resources, etc.). In addition to that, the municipal solid waste management sector (MSWM) sector may have already been under-funded and under resourced prior to the crisis.

GOVERNANCE SIGNATURE PRODUCTS[21]

Aid Management

In the wake of a major national crisis it is critical to be able to effectively coordinate, quickly disburse and accurately account for the use of large volumes of external assistance. Within days massive amounts of funding and assistance will be channeled towards the most-affected communities. Under these circumstances, national or local government systems may not be able to cope with the management and coordination of aid, especially if they too have been adversely affected by the catastrophe. UNDP's objective when assisting government institutions to deliver aid in the aftermath of a crisis is to immediately reinforce national and local government institutions and systems to operate throughout the crisis and to strengthen their capacities to respond more effectively to future ones. 'Aid coordination' is a sub-set of aid management and usually refers to the architecture, institutions and mechanisms underpinning the administration of external assistance. UNDP aid coordination projects have the following entry points: (i) aid coordination structures set up including assessments, clear planning, project appraisal process, regular reporting and cluster/ thematic coordination systems; (ii) improve organizational capacity of department responsible for aid management; (iii) ensure that aid links to national policy and the national budget cycle; and (iv) improve transparency and mutual accountability of financial information.

Restoration of Local Governance

UNDP seeks to guarantee strong local ownership of early recovery endeavors whilst contributing to longer-term development and reconstruction. In particular, UNDP seeks to guarantee that local governments' knowledge of local contexts and their essential role in maintaining community morale are recognized. Local authorities require the capacities and visibility to lead the management of the recovery phase. Working with state authorities and other non-state actors, UNDP helps maximize the impact of external assistance by restoring local governance functions as quickly as possible so that local services can be demand-driven and responsive to the population. By engaging local communities, UNDP support increases the resilience of those communities and strengthens the social contract that binds citizens and their State via the effective performance of local governance systems. Entry points for UNDP project support include: 1) infrastructure repairs of local government facilities; 2) temporary staffing and asset support for local authorities, in particular for critical service delivery (e.g., debris management, etc.); 3) targeted capacity boost for local governance actors (Governor's Offices, planning, communications, etc.); 4) support for effective coordination and division of roles for leadership/ coordination of the recovery between central and local authorities; 5) support for coordination of service delivery with the local governments and other local actors, such as community-based organizations (CBOs) and NGOs; 6) facilitation of participatory and collaborative governance mechanisms; 7) support for the delivery of basic services (including socio-economic infrastructure repairs); 8) strengthening of social cohesion; and 9) measures to reinforce community security.

Extension of Civil Service

The payment of civil servant salaries has been identified as a key entry point for the securing of core government functions for the following reasons.

a. Short-term the payment of salaries can inject cash into the economy, encourage staff to return to work, and enable some critical social and municipal services to be restored at local level, by enabling partners, such as UNICEF, to sub-contract basic service provision.

b. Medium-term the recurring wage bill represents a major concern for international partners and a primary determinant of fiscal stability in a post-crisis country. The establishment of basic control systems, in payroll and or beyond, is essential to ensure fiscal stability, improve credibility of the state as a viable partner, and to avoid the total collapse of governmental systems which have been built up over decades.

For UNDP, projects that focus on salary payments can be an entry point to incrementally develop complementary support to the state such as provision of equipment, rehabilitation of infrastructure and capacity building of staff.

[21] Note: These Signature Products were undergoing finalization at the time this Guidance was published.

Ebola response : Community Police listen to resident Bindu Mara explain how difficult it is to prevent Ebola.
Photograph Anne Kennedy | UNDP

National Recovery Planning and Coordination

Disasters cause large-scale damages and losses to countries on a regular basis. They damage or destroy public infrastructure, disrupt basic services and cause loss of lives and livelihoods. Following each disaster, governments invest a significant amount of resources to reconstruct damaged infrastructure and restore community livelihoods. Poorly implemented recovery processes can increase vulnerability and, over time, create chronic conditions of risk that translate into even higher economic and social costs in the next disaster. Recovery begins the day after the disaster and can continue for 2-5 years depending on the damage caused. Therefore it is critical that recovery programmes are well thought through, making best use of available resources and capacities. Institutionally, UNDP has been assigned as the global lead for early recovery and is usually asked by governments to support post disaster recovery efforts based on its mandate and role in Recovery and Disaster Risk Reduction.

The signature product on National Recovery Planning and Coordination refers to the processes and institutional capacities to lead, plan, and implement resilient recovery processes. It includes the following elements i) capacities to undertake post disaster needs assessments; ii) development of early and long term sector and area based recovery plans; iii) institutional arrangements and coordination mechanisms for disaster recovery and risk reduction; iv) standards and guidelines for recovery; v) setting up monitoring and grievance redress mechanisms for recovery; vi) strengthening capacities for disaster risk reduction and vii) resource mobilization for recovery. UNDP's role is to assist national and local governments to design and deliver benefits and services to people with the aim of empowering communities to build their capacities so they can better manage future disasters. In the process, national and local institutions, capacities and systems are strengthened to effectively deliver recovery programmes and address disaster risks.

THE FOLLOWING EXAMPLES OF EARLY RECOVERY INTEGRATION ACROSS CLUSTERS ARE DRAWN FROM THE FINDINGS OF A RECENT INTER-CLUSTER REVIEW[23].

Good practices and challenges of early recovery integration in recent crisis settings were collected from selected focus countries encompassing a range of complex emergency, natural disaster, epidemic and 'L3' emergencies:

- Philippines (Typhoon Haiyan)
- Sudan
- Iraq
- Ebola Virus Disease (EVD) response (Focus country: Liberia)

From the inputs received from the Global Cluster Coordinators a number of recurrent themes were found, relating to efforts in Early Recovery integration.

QUICK IDENTIFICATION OF THE CONTEXT-SPECIFIC RECOVERY NEEDS, THEN ENSURING APPROPRIATE TECHNICAL COORDINATION AND CAPACITY AVAILABLE FROM THE GLOBAL LEVEL:

The Global Shelter Cluster has built its whole approach and strategy around early recovery, acknowledging that for affected people the shelter recovery process starts immediately at the onset of the crisis. To this end a Shelter in Recovery Working Group was established in 2014 at global level to support country level shelter cluster coordination with guidance and best practice, including on linkages with Early Recovery Advisors.

ENSURING THAT BASIC SERVICES ARE CONTRIBUTING TO STRENGTHENED RESILIENCE AND ARE EXPANDABLE TO MEET THE NEEDS OF DISPLACED AND OTHER AFFECTED GROUPS IN A DURABLE MANNER:

In Sudan, the Education cluster - in tandem with the Government - has been encouraging durable solutions and 'building back better'. In particular, the Education Cluster has been supporting the Ministry of Education to integrate work on Education in Emergencies into broader sector planning processes and financial forecasting, work which is also being backed by the World Bank. The Ministry has established an Education in Emergencies Unit at Federal and State level.

Also in Sudan, given the strain on ageing WASH infrastructure, especially in areas with high IDP concentration, the WASH cluster strategy had a strong resilience focus – in line with one of the overall SRP Strategic Objectives. The WASH cluster also had an objective relating

> "SUCCESSFUL PRACTICES FOR THE INTEGRATION OF EARLY RECOVERY IN HUMANITARIAN RESPONSE ARE FOUND TO BE CONTEXT SPECIFIC, WITH KEY VARIABLES DEPENDING INTER-ALIA ON: THE TYPE OF CRISIS, THE CAPACITY AND LEADERSHIP ROLE PLAYED BY CLUSTERS AND GOVERNMENTS, THE EXISTING RESILIENCE OF AFFECTED COMMUNITIES, AND THE PRE-CRISIS ENGAGEMENT OF THE INTERNATIONAL COMMUNITY."[22]

[22] See 'Conclusions and Recommendations', in: Report to the IASC Principals on the Integration of Early Recovery in recent crisis settings, March 2015.

[23] The Global Cluster for Early Recovery (GCER) - with support from Global Clusters - was requested to prepare a report to the IASC Principals on progress in integrating early recovery into their work. The findings of the joint inter-cluster review - captured herein - forms the basis of the report and recommendations to the IASC Principals.

to inter-cluster action in supporting durable solution strategy locations for IDPs and others.

In the Philippines, the WASH cluster considered that the response integrated a fundamental Early Recovery approach from the outset of the emergency in that it supported the government to re-establish systems using local authorities and partners engaged in a constructive and experimental learning approach to improve disaster preparedness and resilience. Reconstruction and rehabilitation activities were often supported through cash for work and other cash-based initiatives, boosting the livelihoods of affected people. The nutrition cluster also ensured that efforts to support community management of acute malnutrition had capacity-building dimensions, working with existing national capacities where possible.

In Iraq the WASH cluster supported the government to ensure availability and maintenance of municipal water and waste systems in IDP hosting areas, contributing to durable solutions for IDPs.

TAKING A CROSS-CLUSTER APPROACH TO LIVELIHOOD PROGRAMMING, INCLUDING THROUGH INCREASING USE OF UNCONDITIONAL CASH TRANSFER PROGRAMMING:

In support of Livelihoods in EVD affected countries, the Food Security cluster established a quantified 'survival deficit' for households that had lost their workforce during the crisis, addressed through unconditional cash transfers. Other cash and food for work initiatives were designed to protect productive assets, with further cash or agricultural/ livestock inputs provided to restore livelihoods and assets lost during the crisis.

Under the rubric of Basic Infrastructure and Rehabilitation, the Food Security cluster addressed food conservation and reduction of post-harvest losses through the provision of community or household managed silos, cereal conditioning bags, conditional cash transfers and technical support; In-country transformation capacity to replace external supply through the provision of food processing machinery (e.g. cassava mills, rice hullers, oil processing machinery) and technical training; it strengthened the availability of agricultural products in the market by providing transport vouchers, facilitation of commercial relationships inside the different value chains (e.g. joint FAO/WFP Purchase from Africa to Africa approach) and organization of agricultural products fairs in zones with poor food access.

Guinea: Norassoba Market. Photograph Anne Kennedy | UNDP

In Iraq the Food Security Cluster led the development of a livelihood early recovery plan for major returnee areas.

In the specific case of Liberia, reporting lines for newly established clusters were not clear in the initial stages of the response. However, care was taken to not establish duplicative structures vis-à-vis established, country-level coordination forums. From December the Inter-Cluster Coordinator role was assumed by an Early Recovery Advisor, convening the group to consider what might be done - post-Ebola - with all of the committed financial and logistical resources (motor bikes, machinery, etc.), and including the hundreds of newly trained health workers. The Liberia inter-cluster coordination group became a de-facto ER inter-cluster coordination group, meeting fortnightly to plan for the coming year on recovery in non-health domains, including around future employment for the trained health care workers, getting the banking system working again, and supporting the revival of cross-border trade. A 'lite' interagency Ebola Recovery Assessment was conducted jointly by UNDP, the World Bank, European Union and African Development Bank.

FOCUS ON COMMUNITY RESILIENCE TO RESPOND TO RECURRENT SHOCKS:

In Sudan the Nutrition cluster worked with communities to enhance participation and leadership to withstand recurring, predictable shocks, whilst expanding multi-sectoral nutrition services.

ENGAGING DEVELOPMENT ACTORS INTO THE OVERALL COORDINATION AS WELL AS INTEGRATING PREPAREDNESS FOR FUTURE EMERGENCIES IN RESPONSE ACTION;

In the Typhoon Haiyan response the Education cluster engaged development actors early in coordination, in particular to work on preparing for future emergencies with a specific focus on Disaster Risk Reduction (DRR).

In Iraq, whilst the Health cluster didn't elaborate a specific early recovery objective within the SRP framework, it linked existing capacity building support programming to government in 'Preparedness, Surveillance and Response', which became increasingly relevant due to the crisis. This longer-term programme is part of a UN Inter-Agency Iraq Public Sector Modernisation development strategy and is partly cost-shared by agencies with the government.

SUPPORTING GOVERNMENTS TO MAINTAIN OR RE-ESTABLISH SERVICES, INCLUDING TO ENSURE STABILITY:

Responding to EVD Liberia, the Education cluster considered

Iraq

the reopening of schools as a key early recovery priority and indicator of a return to normalcy. The Cluster supported the development and roll-out of the 'Protocol for the Safe Opening of Schools' in partnership with governments, with the objective being to limit the risk of EVD transmission and ensure preparedness for potential new outbreaks. The Protocol entails specific details on teaching and classroom management, and improvements in the physical school environments.

Also in the EVD response, the WASH cluster supported governments in their efforts to maintain and re-establish WASH infrastructure in general, and in particular, in state facilities such as health posts and schools, without which they could not have reopened. Supporting the government to maintain infrastructure in urban areas with increased population was also seen as a way of preserving stability. It was also noted that in Guinea in particular, the withdrawal of some development actors active in the sector triggered a slowing down of a number of ongoing projects and led to increased needs.

In Iraq the Education Cluster strategy focused on supporting the government to provide quality education in a protective environment to crisis affected people and to prepare for future crises.

SUPPORT GOVERNMENTS TO DELIVER QUALITY PROGRAMMES, INTEGRATE AND PROMOTE INTERNATIONAL STANDARDS AND GUIDELINES:

The Global Protection cluster shared examples from a range of contexts concerning documentation – in particular around the appropriate issuance of identity documents. It was noted that across multiple clusters, early recovery success in this domain happened when international and national actors focussed on the longer-term were able to engage. Examples include the engagement of programmes supporting birth registration or census efforts, plus those engaged in technical support to governments on the rule of law.

In the Philippines the Nutrition cluster worked to fill gaps identified by government, and to support the government in maintaining national programmes, including with advocacy relating to the 'National Milk Code'.

In Sudan the Nutrition cluster works with government on three common projects: Community Management of Acute Malnutrition, Infant and Young Child Feeding, and Micronutrient Deficiency Prevention and Control. The strategy is to improve treatment services; the availability of drugs, therapeutic and supplemental food; and, adherence to guidance through training, community linkages and monitoring.

In the Philippines the nutrition cluster worked to fill gaps identified by government, and to support the government in maintaining national programmes, including with advocacy relating to the 'National Milk Code'.

THE FOLLOWING EXAMPLE ILLUSTRATES THE STRATEGIC SUPPORT AND OPERATIONAL COORDINATION ROLE PLAYED BY AN EARLY RECOVERY ADVISOR IN IRAQ:

The mission started by connecting with all major partners and clusters, firstly to ascertain viewpoints on the evolving context, and secondly to facilitate a common view on what 'recovered communities' should look like. Next, a joint analysis was undertaken to consider what activities would be required to get communities to such a 'recovered state', and to identify strategic and operational gaps in the current response. The Humanitarian Country Team and Clusters identified 'social cohesion and sustainable livelihoods' as appropriately summarizing the identified response gaps, and hence led to the establishment of the dedicated cluster. There were clear parallels with the established work of the Protection cluster, though it was agreed that whilst the Protection cluster work focused on the rights of individuals and families, there was a need to work at the level of inter-community relations; not least because of the complex social fabric of Iraq, and in particular the strains that displacement were placing on already-vulnerable (and frequently ethnically different) hosting communities. The cluster formulated a range of potential context-specific responses, which were described in the SRP. The structure of the cluster was replicated at sub-national level, notably in Dohuk, where two supporting working groups were also established – one on social cohesion (co-chaired with the Protection cluster), and another on livelihoods (co-chaired by the Food Security cluster) an overarching cluster forum brought together the work of the two working groups.

A vegetable vendor in a souk in Erbil, North Iraq | Erbil, Iraq | Photo # 36556

THE GLOBAL CLUSTER FOR EARLY RECOVERY LEADS GLOBAL AND INTERAGENCY EFFORTS TO ESTABLISH AND MAINTAIN STANDARDS AND POLICY, BUILD RESPONSE CAPACITY AND OPERATIONAL SUPPORT.

The Global Cluster for Early Recovery has ensured appropriate integration of early recovery in updated IASC guidance, including on the Humanitarian Programme Cycle and Cluster Coordination.

The structure of the Global Cluster includes a support cell staffed by UNDP Crisis Response, which is also supported by secondees from the Danish Refugee Council and MSB - Swedish Civil Contingencies Agency - and partly funded by ECHO.

The Strategic Advisory Group (SAG) is the principal advisory body for the Cluster[24]. Along with global guidance and policy work, the SAG also provides country-level support, both remotely and through the deployment of technical missions, including mid-term deployments from an Early Recovery Inter-Cluster Country Support Roster. The roster comprises ER Advisors (ERA), Cluster Coordinators (CC) and Information Management Officers (IM).

Capacity building investment has been made in 2014- 2015 with the training of 135 early recovery advisors and cluster coordinators (52 women and 83 men). Other experts have been deployed by UNDP, with the support of stand-by partners deploying teams such as Disaster Waste and Debris Management teams and Disaster Risk Reduction and Recovery Teams.

The GCER supported the mainstreaming and integration of the Early Recovery approach at the Country level through the provision of strategic and coordination support to the HCs, Resident Coordinators (RCs), HCTs and CLAs.

IN 2014

- 19 ERAs, 11 CCs and 10 IMO were deployed in 19 countries[25];
- GCER support missions were fielded to 9 countries[26];
- 11 multi-stakeholder workshops were conducted (with a footnote: Columbia, DRC, Jordan, Myanmar, Niger oPt, Sudan, Yemen, Bangladesh, Chad, Nepal, Niger)
- Technical guidance and substantive input to HCTs strategy and policy documents on durable solutions to displacement was provided to multiple countries[27];
- Technical guidance and substantive input to HCTs on other key strategic documents and needs assessments provided in multiple countries[28].

EARLY RECOVERY AND THE NOTION OF 'PROVIDER OF LAST RESORT'

The 2005 IASC Humanitarian Reform requested Cluster Lead Agencies to address critical gaps in the absence of other willing or able actors. In the case of Early Recovery, the Global Cluster considers the deployment of specialised Early Recovery Advisors to contexts where the HCT has insufficient capacity. A specific example is also noted from the response to Typhoon Haiyan in the Philippines, where UNDP allocated an initial US$5m to rubble removal in Tacloban during the first days of the response, to facilitate access and enable the rest of the response. This was done in advance of dedicated donor funding being available.

[24] Permanent SAG members: UNDP (chair), OCHA and current rotating SAG members: ACTIONAID, FAO, IOM, MSB, UNICEF, WFP; Terms of Reference in Annex.

[25] Burundi, Cameroon, CAR, DRC, Guinea, Iraq, Jordan, Liberia, Libya, Malawi, Myanmar, Nepal, Nigeria, oPt, Sierra Leona, Sudan, Ukraine, Yemen.

[26] E.g. Jordan, Columbia, Yemen, DRC, Myanmar, Niger, oPt, Sudan, Ukraine.

[27] E.g. Mongolia (Contingency Plan), Philippines, Myanmar, Iraq, Serbia (PDNA).

DURABLE SOLUTIONS FOR DISPLACED PEOPLE

In accordance with the 2011 UN Secretary-General's decision, the GCER together with the Global Protection Cluster support the HC/RC in developing durable solutions for Internally Displaced Persons (IDPs) and for returning refugees. With this decision, the Secretary-General calls upon clusters or other coordination mechanisms to work towards longer term solutions. This requires humanitarian, human rights, development and peace building actors to work together to implement a coherent and comprehensive response needed for sustainable solutions to displacement.

At the country level: a) the Resident Coordinator/ Humanitarian Coordinator, in consultation with national authorities, leads the development of a Strategy for Durable Solutions for Displaced People, determining the most appropriate approach; b) where present and appropriate, the inter-cluster group working on Early Recovery, together with the Protection Cluster, provides technical support to the RC/HC and HCT; and c) UNDP and UNHCR, in their capacities as global cluster lead agencies for Early Recovery and Protection, provide necessary technical expertise to the RC through existing resources or surge capacity to support the development of the Strategy for Durable Solutions.

At the global level, the Global Cluster for Early Recovery (GCER), working with the Global Protection Cluster (GPC): a) supports the coordination mechanisms for durable solutions established at country-level; b) ensures that Early Recovery advisors deployed to support in-country crises response have the necessary expertise on durable solutions; c) develops guidance for the development of Durable Solutions Strategies; and d) acts as a repository for the Strategies and lessons learned, including on the most effective models of in-country coordination. *Decision of the Secretary-General, Policy Committee (4th Oct 2011).*

Programmatic solutions for the displaced include justice, rule of law, livelihoods, youth employment, good governance programmes, all of which are Early Recovery programmatic interventions, carefully coordinated with life saving, humanitarian programmes where necessary. Effective programming for solutions for the displaced involve multi-sector, integrated and coordinated programming which build national capacities and deal with cause issues of the displacement. Critically, solutions for displaced people involve keeping them informed and providing channels for them to have a voice as part of the solution.

In line with the Secretary-General's decision on Early Recovery Advisors, deployed to support HCs with the integration of Early Recovery in the humanitarian response, can also advise on development of strategies for displaced people in emergency setting[29].

The issue of durable solutions to displacement has relevance beyond IDPs and refugees, being applicable to all those affected by displacement (host communities, communities in areas of return and resettlement). Durable solutions therefore require taking an Early Recovery approach to programmatic solutions for IDPs and (actual or potentially) returning refugees during the humanitarian response.

DURABLE SOLUTIONS AND RESILIENCE

Early Recovery contributes to the prevention of future crises, or mitigation of their impacts together with other mechanisms for risk reduction, and supporting durable solutions by establishing/strengthening the base on which nationally-led development occurs post-crisis.

The notion of resilience refers to the ability of a physical person, a household, a community, a country or a region to prevent, resist, adapt, recover quickly and bounce back better, stronger and safer following traumatic crises and shocks, in ways that improve long-term prospects for sustainable development.

In a humanitarian context, communities and households are resilient when they are able to meet their basic needs in a sustainable way and without reliance on external assistance.

Strengthening resilience requires that emergency response addresses root causes as well as immediate needs. As they are short-term interventions that have a long-term impact by building back better, early recovery activities contribute to supporting the resilience of communities and individuals that have been affected and traumatized by a conflict or a disaster. Early recovery represents a better use of funding by providing a better return on investment over time than simply meeting immediate needs. It ensures that households

[29] A GCER Technical Working Group is currently developing guidance on developing these strategies for displaced persons, together with the Global Protection Cluster, UNDP and UNHCR, due to be finalized by the end of 2015.

and communities assisted during a crisis are at least as able to cope with another crisis afterward as they were before.

By being de facto involved in decades-long protracted emergencies, humanitarian actors have the responsibility to plan long term by helping strengthen resilient systems and therefore avoid recurrent relapses into crises.

Early recovery is an essential part of the overall *"resilience puzzle"* including: global, regional and national mechanisms, development action, governments' action, local communities and individuals' actions. Early recovery approaches and interventions are the *foundation of strengthening resilience during humanitarian response.*

THE FOLLOWING CONSIDERATIONS NEED TO BE TAKEN INTO ACCOUNT BY HUMANITARIANS WHEN DESIGNING THEIR ACTIONS:

Relevant considerations to be taken into account:

- Resilience is built before, during and after crises by governments and populations.
- Resilience is not an activity in itself but the result of a process. Humanitarians do not bring resilience, they help governments and populations strengthen their resilience, mainly during the crisis. Development actors help them, mainly, before and after the crisis.
- No generic resilience-strengthening programming should be expected to result. Programmes will be specific to their context and to the kinds of vulnerabilities which are being addressed.
- Changing structural vulnerability will usually take time: seeking immediate and unrealistic outcomes may lead to disappointment and to give up on resilience.
- Resilience goes well beyond possession of material assets, and depends on the interplay of factors.
- Development actors should focus on building or rebuilding institutions. Humanitarian actors should focus on those who are currently outside or not well served by the systems and initiatives in place. Humanitarians should focus their actions on communities and individuals.
- As the concept of resilience is linked to the notions of Gender and Accountability to Affected Populations, they should be integrated into humanitarian action in a similar way.
- Actions to strengthening resilience do not stop at national borders: regional organisations should develop cross-border initiatives and promote regional integration.

A business owner from Waterside Market in Monrovia, Liberia. Photo: Carly Learson, UNDP (20 November 2014)

CLUSTER TRANSITION

Cluster Exit Strategy/ Transition: The cluster approach, as the standard coordination mechanism for responding to large-scale complex and natural humanitarian emergencies requiring a multi-sector response, was never envisaged as a suitable mechanism for coordinating longer-term recovery and development. As the affected area emerges from the emergency, clusters should be phased out or transitioned into structures which are more appropriate for the evolving context.

> **"THE SUCCESS OF AN EARLY RECOVERY APPROACH REQUIRES AN EARLY SHIFT IN INTERNATIONALLY LED RESPONSE TO ONE THAT IS LED AND MANAGED BY NATIONAL AUTHORITIES, AND THAT ALIGNS WITH NATIONAL POLICIES. ALL CLUSTERS MUST BE READY TO DO THIS INTENTIONALLY AND SYSTEMATICALLY WHEREVER AND WHENEVER APPROPRIATE."**
>
> *Conclusion, Report to the IASC Principals*

Planning and executing smooth transitions between internationally led-clusters and national coordination mechanisms is an important element in Early Recovery which needs to be reflected in the PRP and, more fully in the SRP/ HRP[30]. Exit strategies should be developed in early stages of a response, identifying what conditions must be satisfied in order to end the emergency or begin transitioning into normal development activities, with the leadership and accountabilities shifting from the CLA to the government or other crisis coordination mechanism. The exit strategy should be reviewed whenever needs are assessed or the HRP is evaluated and adjusted in the light of any changing conditions to remain current.

Successful transition of humanitarian coordination mechanisms to national leadership, with the associated change in focus from primarily life-saving towards recovery and longer-term development objectives can be challenging. How the UN, with government and other actors, manages this process can have important repercussions on the longer-term success of development-focused approaches.

In addition to sharing cluster leadership with national counterparts and ongoing capacity development to prepare national counterparts to take the lead, establishing strong links between humanitarian and development coordination bodies, and an awareness of development objectives as outlined in National Development Plans and other development strategies (UN Development Assistance Frameworks (UNDAF), World Bank Country Strategies) ensures that recovery approaches are aligned with national development objectives.

Building relationships between humanitarian and development actors provides opportunities for development strategies/plans to be adjusted in the light of the crisis response to reflect a potentially changed situation, capacities or key development priorities which the crisis and response have highlighted or produced. Recovery needs should be directly incorporated into development plans[31]. Infrequently, there will be a need for a separate recovery strategy. In these cases, recovery strategies should be nationally-owned.

POST-CRISIS TRANSITION IS CHARACTERIZED BY:

- a longer term process that should reflect context specific peace-building and state-building as well as a need to 'build back better' after natural disaster crises;
- a non-linear process that presents a paradox between the need to provide rapid peace dividends and lifesaving activities while supporting development of sustainable state structures. The cyclical process of some natural disasters (whether sudden or slow onset) may reflect these non-linear processes;
- shared space between humanitarian and development (and often security/peacekeeping) actors, as countries might experience humanitarian emergencies, longer term development/investment programmes and peacekeeping efforts simultaneously;
- particular challenges in terms of insecurity and capacity deficits; requires better coordination to avoid fragmentation of approaches and instruments.

Adopting an early recovery perspective contributes to transitional programming with the shared objectives of taking a longer-term view, working across humanitarian-development boundaries and building a more stable foundation for longer term development.

PREPAREDNESS

There are two major inter-agency initiatives in the domain of preparedness that involve Early Recovery.

The **Common Framework for Preparedness** (the Common Framework) is a joint initiative of the IASC, the International Strategy for Disaster Reduction (ISDR) and the UN Development Group. It supports the development of preparedness capacity using a systematic country level approach that collectively assesses capacity and need, uses this assessment to jointly develop programmes and plans, and coherently implements these programmes and plans to strengthen preparedness. Preparedness is situated within an overall, nationally led, disaster risk management (DRM) context, which includes prevention, mitigation, preparedness, response and recovery measures. In addition to national, bilateral and international development efforts, entities with significant operational humanitarian capabilities and experience are increasingly requested to assist in enhancing preparedness. This effort requires coherence and coordination and the optimal use of scarce resources.

In the majority of emergencies, external support can take days and in some cases weeks to arrive. Therefore, it is vital that there is a plan in place, based on the available in-country capacity, to deal with the initial phase of an emergency. To this end, the IASC Task Team on Preparedness and Resilience has developed the **Emergency Response Preparedness** (ERP) approach to enable the international humanitarian system to apply a proactive approach to emergency preparedness. The ERP replaces the 'Inter-Agency Contingency Planning Guidelines for Humanitarian Assistance' as developed in 2001 and updated in 2007.

The primary aim of the ERP approach is to optimise the speed and volume of critical assistance delivered immediately following the onset of a humanitarian emergency.

Early Recovery provides an opportunity to integrate disaster risk management and risk reduction in the recovery programming immediately after a crisis, at time when these issues typically have a high profile and there is the political will to address them.

"The ability of humanitarian organizations to respond in the immediate aftermath of a humanitarian emergency is frequently hampered by several factors with the requirement to assess needs, mobilise funds, deploy staff, and establish supply pipelines in order to deliver at scale. This can result in an initial humanitarian assistance gap. When humanitarian relief is delivered in a timely manner, and critical needs are addressed swiftly, communities are better placed to focus on recovering quickly from the initial shock. As a consequence, communities can emerge faster from crisis – an essential condition for longer term resilience, especially for communities facing recurring crisis. [Emergency response preparedness] is designed to place an operational focus on the way humanitarian actors prepare to meet the needs of people affected by natural hazards and conflict, including consideration of specific needs of vulnerable population, such as women and children. Experience confirms that effective humanitarian response at the onset of a crisis is heavily influenced by the level of preparedness and planning of responding agencies/ organizations, as well as the capacities and resources available to them." [32]

[30] "Where feasible, clusters should share cluster leadership with national actors, and work with national counterparts to build their capacity to assume coordination roles in humanitarian preparedness and response as well as recovery and development". (IASC Reference Module for Cluster Coordination at the Country Level, 2015)

[31] eg National Development Plans as well as Country Programme Documents, UN Development Assistance Frameworks, World Bank Country Assistance Strategies

[32] IASC Guidance Module for the implementation of Emergency Response Preparedness.

Inadequate preparedness is widely recognized as a major factor in deepening the severity of humanitarian need and thereby increasing the cost of emergency response. With the increase in the numbers of serious emergency events over the past few years, as well as the current forecasting that humanitarian emergencies will increase in scale in the future, there is an urgent need for better preparedness as part of effective humanitarian response. Early recovery

builds on and contributes to strengthened preparedness:

- The increased emphasis on preparedness provides an immediate imperative for development actors (leading preparedness) and humanitarian actors (leading the emergency response) to communicate and work together;
- Preparedness involves long term (building national systems for emergency preparedness and response) and shorter term activities (scenario/contingency/ emergency response planning by International Non-Governmental Organizations (INGO) and national actors at all levels). Both support the Early Recovery emphasis of building on and strengthening existing local systems capacities;
- Effective preparedness can also inform early recovery planning by providing information on existing national assets and their levels of sophistication, identifying those which can provide coordination/leadership or emergency response and which need building;
- Conversely, if early recovery is well integrated through an emergency response, the levels of preparedness (of both long and short term activities above) will be stronger when the development actors again take the lead supporting national actors, through the knowledge and other capacity gains made through systematic engagement of national actors in the response.

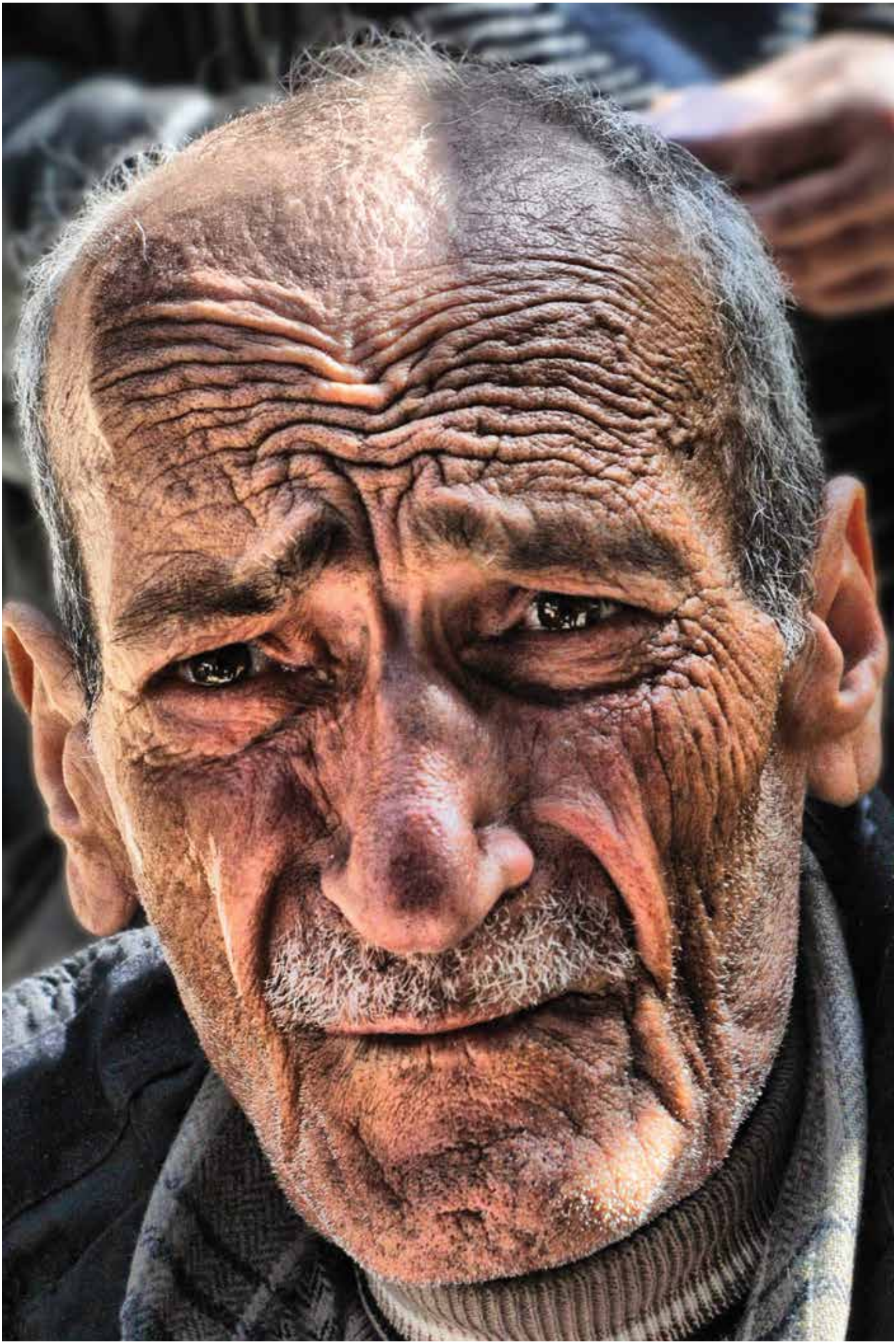


Photo credit: UNDP/SRF Faces Resilience Photo Contest

EARLY RECOVERY IS AN INTEGRATED AND INCLUSIVE COORDINATED APPROACH TO GRADUALLY TURN THE DIVIDENDS OF HUMANITARIAN ACTION INTO SUSTAINABLE CRISIS RECOVERY

resilience building and development opportunities, and shaping social change. As such, the approach presents important opportunities to address the structural discriminations that affect the population, based on gender, age and other diversity characteristics.

These discriminations constitute important underlying factors of crises. The GCER recognizes that these issues need to be taken into account to reduce vulnerability, build resilience, and enhance the quality and effectiveness of the response.

The GCER adopts a people-centered approach to humanitarian action, bringing together the universal determinants of age and gender, and specific diversity characteristics. Diversity includes disability, HIV/AIDS, mental health and psychosocial issues and, depending on the context, socio-economic status, religion, nationality and ethnic origins.

People-centred humanitarian action recognizes that a person's gender, age and other diversity characteristics have a significant impact on the way they experience emergencies and access assistance. Through the meaningful participation of affected populations and consideration of their combined characteristics at all stages of humanitarian actions, a people-centred approach ensures that individuals' experiences of emergencies inform all stages of programme design and implementation.

Ultimately, by placing the needs of people at the center of humanitarian programming, the approach contributes to more accurate and nuanced needs, gaps and priority analysis, allowing the Early Recovery cluster and the other sectors to deliver more efficient, effective and evidence-based humanitarian programming, in line with humanitarian objectives.

The GCER supports the analysis and consideration by all humanitarian actors of people's distinct assistance and protection needs and capacities, encouraging the aid workers to look at the "big picture" of sociocultural environment and at how this shapes individuals' different experience of the crisis, capacity to recover and to enjoy their rights. It also ensures that its programmatic actions are grounded on a solid understanding of distinct needs and capacities.

A key priority for the field-based cluster addressing specific early recovery issues is to address gender inequalities. They are, across the world, a critical barrier to recovery and development. Yet, gender issues tend to be given low priority during the emergency and are also not prioritized when recovery begins. Failure to include gender perspectives early in decision-making processes can have long-lasting impacts on women, men, boys, and girls— particularly in the context of governance structures, policies and practices, which can reinforce existing socio-economic disparities between men and women. This is why gender equality programming is central to Early Recovery, both in its efforts to influence the HPC, in its support for the mainstreaming of early recovery in the other sectors and in its own programmes.

In order to ensure that early recovery efforts address the distinct needs of women, girls, boys and men and promote gender equality, specific attention should be paid to the following:

1. Ensure that women, men, boys, and girls PARTICIPATE equally in all steps of programme design, implementation, and monitoring; consult women and girls separately from men and boys.
2. DESIGN services to meet the needs of women, men, boys, and girls equally, ensuring equal numbers of men and women are involved in and benefit equally from initiatives including social protection, cash for work, and sustainable livelihoods. Emergency Response Preparedness
3. Based on the gender analysis, make sure that women, men, boys, and girls are TARGETED with specific actions when appropriate, such as providing the establishment of a women's micro-credit initiative.
4. ANALYSE the impact of the crisis on women, men, boys, and girls, including the gendered division of labour and the needs and capacities of women and men
5. Ensure that vocational TRAINING and non-formal education programs are accessible to and address the needs of women, men, and adolescent boys and girls equally.

IN APRIL 2011, THE IASC PRINCIPALS AGREED TO INTEGRATE ACCOUNTABILITY TO AFFECTED POPULATIONS INTO THEIR INDIVIDUAL AGENCIES STATEMENTS OF

purpose as well as their policies to strengthen collective accountability within the humanitarian system.

The 5 commitments to Accountability to Affected Populations (CAAPs) are: Leadership/ Governance, Transparency, Feedback and Complaints, Participation, Design, Monitoring and Evaluation.

There cannot be an early recovery approach without AAP. Core to early recovery is an affected-populations-centric approach: active participation, engagement and ownership of affected communities, at individual and collective level. Early recovery is about engaging people, not as beneficiaries or victims, but as actors, participants and change agents. Accountability is not a separate issue, it is integrated into the early recovery approach to humanitarian response.

The increase in disasters worldwide, as well as the extent of conflicts that are a threat to sustainable development, has reinforced the need for an AAP-sensitive and sustainability approach. Properly implemented, accountability in early recovery can contribute to stabilising a situation, preventing

[33] The Sub-group on AAP developed a proposal for inter-agency mechanisms to enable improved participation, information provision, feedback and complaints handling: the Operational Framework for AAP aims to highlight some of the bottom line accountability activities and indicators that should be in place at each stage of the project cycle.

Vanuatu: 2 weeks after Cyclone Pam, women in Port Narvin Erramango Island show their interest in participating in an emergency employment scheme. Photo: Silke von Brockhausen/UNDP

further deterioration in national capacity, as well as foreshortening the humanitarian phase. When a crisis strikes, AAP in early recovery ensures that the humanitarian response is rooted in the communities. It enables affected populations to play a more active role in the decision making processes that affect them, one of the five commitments the IASC Principals endorsed to enhance AAP.

At the field level, clusters demonstrate commitment to AAP by integrating feedback and accountability mechanisms into country strategies, programme proposals, monitoring and evaluations, recruitment, staff inductions, trainings and performance management, partnership arrangements and reporting. Accountability in early recovery creates space for affected populations to be part of the humanitarian process, gain ownership through self-recovery, feedback mechanisms and influencing decision-making. In light of increased global attention and some successes in building a culture of accountability, AAP should be given higher priority still in global and field clusters[34].

Early Recovery programming aims at generating self-sustaining, nationally-owned processes through a set of specific programmatic actions that support affected populations to regain their way of life, assets and capabilities. Accountability is about focusing on local ownership and strengthening local capacities, basing response on a thorough understanding of the context to address root causes and vulnerabilities as well as immediate results of crisis.

AAP is fundamental to linking Early Recovery to full Recovery within the humanitarian and development nexus. Clusters together should deepen engagement of affected populations at all phases of the HPC and adopt common approaches to transparency and information provision, two-way communication, feedback and complaints systems and participation of affected communities in decision-making processes.

[34]IASC AAP/PSEA Task Team 02 June 2014

IN THE MIDST OF A CRISIS, THERE IS A COMMON PERCEPTION THAT NATURAL RESOURCES AND THE ENVIRONMENT REPRESENT A TRIVIAL OR LESS PRESSING ISSUE THAN IMMEDIATE HUMANITARIAN NEEDS.

Because the practical benefits of integrating environmentally sustainable policies and practices are not well understood by enough actors in the field and too little human capacity of the issue is in place in crisis situations, this myth too often remains unchallenged. Though natural resources are often the starting point for economic and social reconstruction and environmentally sensitive recovery is vital for ensuring long term sustainable development, the marginalization of the environment is widespread.

Disasters and conflicts, as well as relief and recovery operations, impact the environment in ways that threaten human life, health, livelihoods and security.

Natural resources are often required to meet the immediate relief needs of affected populations following a disaster or conflict. Unfortunately, this is often achieved through intensive and rapid extraction of scarce local resources, creating new sources of risk and vulnerabilities.

For example, in Afghanistan, the energy and construction needs of conflict-affected populations have devastated the once grand pistachio trade that formerly provided a long term environmental investment for the population.

Similarly, between 1994 and 1996, 36 million trees from the Virunga National Park in the Democratic Republic of Congo were used to meet the cooking and shelter needs of Rwandan refugees, at great cost to the natural environment and future sustainable development efforts.

Displacement camps are built out of short term necessity, however, in practice usually endure for many years. If not well managed, competition for scarce resources around such camps, such as water, wood and land, can create conflict drivers which hamper long term peace building efforts.

Vanuatu: Waste management on Tuvalu's capital islet is a constant struggle due to a lack of space and modern waste separator. Photo: Silke von Brockhausen/UNDP

In the Darfur states of western Sudan, for example, boreholes have run dry in some camps and conflict between local residents and wood gathering camp dwellers is commonplace, with large scale deforestation quite common.

Failure to address these risks can undermine the relief process, causing additional loss of life, displacement, aid dependency and increased vulnerability. Disaster managers and humanitarian workers, guided by the early recovery principles, must take action to avoid this.

EARLY RECOVERY INTERVENTIONS AIM TO HELP IDENTIFYING THE DIRECT AND INDIRECT IMPACTS ASSOCIATED WITH THE FOLLOWING FOUR AREAS OF RISKS:

1. **Life:** Acute threats to human life can be caused by the release of hazardous materials, such as industrial chemicals, asbestos and hydrocarbons, into the environment. Significant contamination of air, soil and water resources may result from such situations and can cause severe sickness or even death. Identifying these kinds of acute environmental risks is a critical priority in order to protect the lives of both local residents and humanitarian actors.
2. **Health:** Threats to human health are also caused by the release of hazardous substances and debris waste into the environment. While short term exposure may not be lethal, over the longer term it can threaten human health. Identifying environmental risks to health becomes a priority in the days immediately following an emergency.
3. **Livelihoods:** Threats to human livelihoods are caused by damage to natural resources and ecosystems such as forests, pastures, soils, wetlands and coral reefs. The sudden loss of environmental goods and services often implies immediate loss of livelihoods and subsequent reliance on humanitarian aid. Often it is the poor and vulnerable members of communities that are the most affected. Identifying environmental impacts to human livelihoods is a priority during the early recovery phase.
4. **Security:** Threats to human security occur when critical natural resources or ecosystem services are damaged. In some cases, this damage increases vulnerability to natural hazards such as the destruction of coastal mangroves and in situations of mass displacement the humanitarian community often misses the opportunity to minimize the environmental impact of refugee and IDP settlements.

INCREASINGLY, THERE ARE CALLS TO MAKE HUMANITARIAN RESPONSE EVIDENCE-BASED, MORE INTEGRATED AND MORE ACCOUNTABLE.

Quality information management can contribute to these approaches. Additionally, the effective use of knowledge products and communication tools (SitReps, sector reports, correspondence with donors) can ensure that Early Recovery remains at the front of agency and donor decision makers' minds throughout the response. For Early Recovery, IM is therefore a priority for effective early recovery coordination and programming at all stages of the response.

> "EFFECTIVE AND SYSTEMATIC DATA COLLECTION, ANALYSIS AND COMMUNICATION CAN BEST DEMONSTRATE THE VALUE ADDED OF EARLY RECOVERY, BOTH TO THE RESPONSE PER SE AND TO LONGER TERM ACHIEVEMENT OF GOALS FOR GREATER RESILIENCE (INCLUDING PREPAREDNESS), DURABLE SOLUTIONS AND EFFECTIVE TRANSITIONS."

Evidence gathered from secondary or primary sources that is analysed, used and communicated effectively can:

- demonstrate the need for specific early recovery interventions and assess what capacity already exists;
- link government, development and humanitarian information to provide baseline metrics against which early recovery progress can be measured;
- inform decision making on whether a separate cluster should be activated for specific early recovery activities or whether they can be addressed through existing coordination mechanisms;
- inform the humanitarian programme cycle, strategic planning, advocacy and resource mobilisation;
- ensure that interventions remain relevant and are being implemented in the most effective way for women, girls, boys and men;
- demonstrate the impact and added value of Early Recovery across the humanitarian response;
- Demonstrate the contribution of specific interventions to resilience building.

Early recovery can become the key link between humanitarian and development systems, knowledge and fundamental data. Building these links can lead to a sustainable legacy, as information management in emergency response can provide opportunities to upgrade or trigger effective national information systems. At national and district levels, good information management can: introduce good data protection practice which guarantees the rights and safety of individuals and populations; promote the use of sex and age disaggregated data (SADD) in order to ensure that the different needs and capacities of women, girls, boys and men are understood; and promote comprehensive data collection, which can lead to the rigorous monitoring and evaluation of progress against practice.

Ideally, the activation of an L-3 emergency requires the immediate deployment of an Early Recovery team comprising an ERA, a Cluster Coordinator (when activated) and an Information Management Officer (IMO) as an integral part of the Inter-Agency Rapid Response Mechanism (IARRM). A dedicated IMO would support the cluster coordinator, particularly, but not limited to, preparing early recovery mapping, analysing data from needs assessments and response, and preparing data analyses for reports such as the Humanitarian Needs Overview (HNO) or the Periodic Monitoring Report (PMR). An IMO in support to an ERA would be an asset in producing knowledge products that represent how the humanitarian response, generally, is integrating the early recovery approach.

Deploying an IMO with analytical skills can also lessen the burden on overwhelmed personnel by helping to prioritise work; reduce inefficiencies by personally encouraging information sharing between agencies; and fully embed early recovery into IM working groups, OCHA mechanisms and reporting and advocacy platforms. Experienced information

managers can help to prove the impact of early recovery interventions, by advising on indicator- based monitoring, analysis and evaluation.

Information Managers can also support the mainstreaming of ER indicators into other clusters. This enables the analysis of the contribution of early recovery action to the whole response and the measurement of the added value of ER across all sectors. For example, data on the contribution made to the rapid re-establishment of livelihood and social services after the onset of a crisis can provide powerful evidence of its contribution to the start of recovery.

In all responses it is becoming increasingly critical to have reliable information. Therefore, challenges to strong information management for Early Recovery need to be addressed.

Photo credit: UNDP/SRF Faces Resilience Photo Contest

FOUR ENABLING FACTORS EMERGE AS FUNDAMENTAL FOR THE SUCCESS OF EARLY RECOVERY INTEGRATION, AROUND WHICH OVERALL RECOMMENDATIONS HAVE BEEN BUILT.

01 LEADERSHIP – OF THE OVERALL RESPONSE AT THE HC AND HCT LEVEL, ACROSS AND WITHIN CLUSTERS/ SECTORS

- Clear articulation and prioritisation of Early Recovery in HRPs
- Work to reinforce the obligations and capacities of affected government to protect its own people as and where possible (HC, HCT, Country Cluster Coordinators)
- Work in close collaboration with affected communities, acknowledging their capacities, and work to strengthen these alongside humanitarian response.

02 COORDINATION – SPECIFICALLY REACHING OUT BEYOND HUMANITARIAN ACTORS

- Engage more systematically with development actors early on in coordination, e.g. consider regular joint coordination fora on specific topics, inter alia social security safety net programming, or land and housing reforms (HCTs and Country Cluster Coordinators)
- Consider innovative groupings to examine durable solution options early in a crisis including to review market conditions with the involvement of the private sector (HCs, HCTs, Country Cluster Coordinators, Donors)
- Greater consideration about the physical location of sub-national coordination hubs to promote ER linkages needs to be factored into the ongoing coordination and management of the response; including to ensure proximity to regional or district authorities.

03 FINANCING – RESOURCES NEED TO BE AVAILABLE AND REQUIREMENTS NEED TO BE PRIORITISED

- Find ways to ensure coherence between development and humanitarian funding streams along the lines of ER strategy; this means e.g. development funding streams coming online quicker (Donors)
- Make more use of country-based pooled funds for ER (HCs, HCTs and Donors)
- Ensure that funding requirement prioritisation exercises go beyond just flagging immediate life-saving requirements, to be more strategic in also considering ER dimensions.

04 FLEXIBILITY – TO ADAPT INTERAGENCY PLANNING AND COORDINATION IN ACCORDANCE WITH DYNAMICALLY EVOLVING CONTEXTS

- Undertake frequent evaluation of coordination architecture vis-à-vis the evolving context; consider innovative approaches to address gaps including establishing dedicated clusters on ER issues (HCTs)

ADDITIONAL RESOURCES, INCLUDING CASE STUDY EXAMPLES AND TECHNICAL NOTES ON INTEGRATING ER ACROSS DIFFERENT SECTORS DEVELOPED BY PARTNERS AND OTHER GLOBAL CLUSTERS, IS PROVIDED ON THE WEBSITE HTTP://WWW.EARLYRECOVERY.GLOBAL

1. http://er.humanitarianresponse.info/
2. The Cluster Coordination Reference Module: https://www.humanitarianresponse.info/en/coordination/clusters/document/iasc-reference-module-cluster-coordination-country-level-0
3. For additional information on Early Recovery by the other Clusters please refer to:
    - **CCCM** - http://www.globalcccmcluster.org/
    - **Education** - http://educationcluster.net/
    - **Emergency Telecommunications** - http://ictemergency.wfp.org/web/ictepr/emergency-telecommunications-cluster
    - **Food Security** - http://foodsecuritycluster.net/
    - **Health** - http://www.who.int/hac/global_health_cluster/en/#
    - **Logistics** - http://logcluster.org/
    - **Nutrition** - http://nutritioncluster.net/
    - **Protection** - http://www.globalprotectioncluster.org/
    - **Shelter** - www.sheltercluster.org/
    - **WASH** - http://washcluster.net/
    - **For Durable Solutions, see the SG Decision of 2011:** http://siteresources.worldbank.org/EXTSOCIALDEVELOPMENT/Resources/244362-1265299949041/6766328-1265299960363/SG-Decision-Memo-Durable-Solutions.pdf

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ANNEX 1
MENU OF INDICATIVE EARLY RECOVERY APPROACHES AND ACTIVITIES

INTEGRATING EARLY RECOVERY

FOR ALL SECTORS:

- Work together and with the appropriate Ministry (or other national counterpart) as far as possible, to ensure that all emergency activities are designed and implemented in ways which contribute to rebuilding national capacities, and support national plans and standards
- Map available services and stakeholders
- Avoid creating parallel systems
- Identify and engage local capacity
- Collaborate with other actors to avoid duplication and assessment fatigue. All interventions should reflect results of assessments to ensure they are contextually (conflict or disaster-related, culturally, gender, environmentally etc) appropriate, and are implemented in a manner which reduces (or at least doesn't escalate) actual or potential tensions within the affected populations
- Ensure affected populations participate in, are informed about and have redress (complaints) mechanisms throughout all aspects of the programme cycle (AAP)
- Ensure local personnel are involved in all assessment, planning and response activities
- Ensure that there is equality of opportunity in participation and training for women and men
- In sectors where there are nationally set levels of training (eg teachers, health workers), capacity strengthening should align with these standards and target the national objectives and not just those of the training partner/agency.
- In situations where displacement increases the vulnerability of host communities, provide support to both communities to lessen the potential for tensions while enhancing livelihoods, or basic social services for both communities
- Promote cash transfers, as appropriate, for crisis response. Cash is easier to distribute, empowers individuals and households receiving it, and sustains local markets through crisis periods. Where cash is available to women, this can also lessen gender inequalities (although cultural sensitivity needs to be observed as cash distribution to women can increase violence against them)
- All interventions should promote and be implemented in accordance with the commitments for accountability to affected populations

CAMP COORDINATION AND CAMP MANAGEMENT

- Ensure that camp structures and layout respond to culturally appropriate priorities identified in discussion with camp populations (both men and women to reflect their different priorities)
- Work with existing community leadership (male and female and reflecting different ethnic, religious etc make up of camp) in camps

EDUCATION

NB: Almost all emergency education interventions are aligned with Early Recovery principles, as the focus is on restoration of education opportunities for all ages and both sexes of children, and in some cases enhancing opportunities for those whose previous services were very limited.

- Include Communication for Development (C4D) element as part of education response, so returnees have more knowledge about social services to which they are entitled than when they were originally displaced. (School children are a significant engine of change as they pass messages to their parents, often more effectively than through other media)
- Work with psychosocial and protection actors to ensure that these elements are appropriately integrated into education for the context
- Ensure community schools are registered with national systems and teacher training provided in liaison with nation standards/curricula
- Advocate for national documentation of school-going children to ensure they have access to appropriate services

FOOD SECURITY

- Design food assistance to be contextually relevant – eg drought resistant seeds which produce food materials for house building stalks which can be used for fencing
- Identify local traders who can sell products (eg fish) in exchange for vouchers or cash to affected populations, therefore meeting immediate needs for food, providing increased livelihoods to traders, stimulating local markets, and potentially raising nutritional standards

HEALTH

- Integrate capacity transfer of medical knowledge between international and national staff working together in camps for the displaced
- Strengthen trauma care by connecting with national referral hospitals, so INGOs and ICRC leading on this are working with Provincial and National authorities to build capacity to deal with potential mass numbers of life-saving injuries caused by violence
- Top up salaries of government health professionals to ensure medical assistance is available in crisis areas, particularly more remote locations. These staff can carry out community health and nutrition awareness to raise levels of health, thereby strengthening resilience to impacts of drought or other crises
- Provide of access to comprehensive, integrated reproductive health services, including contraceptives, for all persons of reproductive age

NUTRITION

Train of government and NGOs on proper management of both out-patient and at stabilization centres or in-patient therapeutic feeding centres and within supplementary feeding programmes

- Support care takers and health work on optimum infant and young child feeding practices
  - » Promotion of exclusive breast feeding for the first 6 months of life
  - » Promotion of continued breastfeeding from 6-24

months and beyond
    - » Support timely initiation of appropriate complementary feeding 6 months onward
- Support policies on Breast Milk Substitute code implementation and monitoring
- Train health workers on micronutrient deficiency control and prevention programme
- Information and training support for care givers and community mobilization and education on nutrition education linked to WASH and health
- Establish/strengthen nutritional surveillance systems and monitoring to inform interventions
- Repair and construct nutrition rehabilitation centres for managing severely malnourished children with complications
- Build on local capacity, including community practices to ensure delivery of a comprehensive nutrition package/services
- Train government staff on management of acute malnutrition
- Develop and monitor adherence of guidelines for Community-based Management of Acute Malnutrition and nutrition surveys
- In cyclical crises settings, and – where possible – under government leadership – bring actors together to agree standards to build capacities for predictable nutrition preparedness and response as part of a functioning 'nutrition system'
- Develop comprehensive nutrition response plan
- Establish Nutrition Surveillance System
- Livelihood support eg cash for work, food vouchers

PROTECTION

CHILD PROTECTION

- Build on pre-existing coordination structures, including those in government. Where it is not possible to include government as permanent members of the Child Protection (CP) coordination mechanism, liaise with them as much as possible/appropriate
- Promote involvement of local civil society in CP coordination and awareness
- Lobby decision-makers in government to ensure CP priorities are included in strategic planning and fundraising processes
- Lobby decision makers in government to take all steps to ensure that all actors and stakeholders involved and/or responding to a crisis are acting in accordance with IHR law.
- Advocate on behalf of all CP implementing partners on issues including access to children, government policy in relation to care, adoption
- Ensure that salaries for CP workers in international agencies don't exert a pull-factor away from government institutions
- Identify detrimental coping mechanisms such as child labour and develop appropriate preventive and responsive measures in collaboration with communities, authorities and other actors

GENDER BASED VIOLENCE (GBV)

- Identify coping mechanisms such as survival sex and develop appropriate preventive and responsive measures in collaboration with communities, authorities and other actors
- Raise awareness and build capacities of communities and authorities in prevention of GBV, particularly sexual violence, and the provision of appropriate services to victims
- All data collection, storage and use to be conducted in line with good practice (ie so as not to further endanger survivors and their communities, and with their consent vulnerable people such as women, the elderly and youth. For example in areas that can be secured and not after dark.
- Plan for monitoring and evaluations that are disaggregated by age and gender and ensure different segments of the population are included in both exercises.

- Consider protection issues around gender diversity and age to ensure the principle of 'do no harm'. For example do not ehabilitate WASH facilities in such a way that they do not put the vulnerable at risk.

HOUSING LAND AND PROPERTY

- Ensure displaced and returning populations and women in particular are not victims of discrimination in relation to their rights to land and property
- 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
- Define referral options from customary law to formal statutory courts
- Build capacity for restitution mechanisms
- Identify need for property dispute resolution mechanisms and support appropriate responses at the community, local authority and national level
- Assist host families to make small infrastructure improvements to their houses to mitigate IDP hosting outlays

MINE ACTION

- Encourage mine-clearance agencies to prioritise demining of residential areas before promoting voluntary return of IDPs/refugees

DURABLE SOLUTIONS: DISPLACMENT, RETURN & REINTEGRATION

- Support government authorities with planning for return and reintegration of displaced populations
- Undertake advocacy and other activities to ensure that families are able to make a free and informed choice regarding durable solutions: return, settle locally or settle elsewhere in country
- Support displaced population groups to assess conditions in their home areas and plan their return with receiving communities promoting livelihoods, capacity building and community-based peace-building as appropriate
- Provide a mechanism for response where persons are coerced or otherwise pressured
- Assess environmental dimensions of displacement and return/reintegration and identify preventive actions with communities and authorities
- Undertake specific conflict-related assessments to ensure that approaches to reintegration are "inclusive" and address drivers of conflict economically and socially.
- Facilitate conflict resolution negotiations and community cohesion mechanisms with appropriate stakeholders

RULE OF LAW

- Provide legal aid/representation to sexual and GBV survivors, including capacity building for lawyers networks, judges, prosecutors and policy to identify and address incidents through existing law-enforcement and court system.
- Train international and regional peacekeepers/police in protection of civilians and build capacity of local/national counterparts
- Conduct needs assessments and identification of priorities for access to justice support (eg awareness and empowerment of communities on basic rights)
- Establish legal information centres to provide access to legal information

SHELTER

- Identify national building regulations in recovery shelter, and review building codes and enforcement
- Support development of housing policy that integrates risk reduction and takes into account gender, vulnerability and non-discrimination issues
- Train local artisans in hurricane, earthquake and flood resistant construction types
- Promote and build capacity of communities for building

shelter and provide community- based shelter support to people with special needs

WASH

- Rehabilitate water and sanitation infrastructure working with relevant government counterparts
- Locate cluster coordinator in the water authority to engage national authorities with response (Haiti)

SEPARATE EARLY RECOVERY INTERVENTIONS

LIVELIHOODS AND INCOME RECOVERY

- Emergency employment and enterprise recovery: Employment creation through immediate recovery or small business and micro-enterprises which lost productive assets during crises
    - » Provision of start-up grants/packages (initial seed money or equipment) to resume/start self-employment activities)
    - » Enterprise recovery linking beneficiaries with longer-term opportunities eg micro- credit, saving schemes, training
    - » Cash for work on rehabilitating essential community infrastructure
    - » Skills development through vocational training and/or related educational initiatives
- Provide goods and services that are demand driven based on market assessments, analysis and mapping
- Community infrastructure rehabilitation using locally available know-how, materials, labour and technology which build partnerships with local authorities, provide additional skills to participants, offer income generation potential for both women and men, and restore social and economic networks
    - » Repair flood control and irrigation schemes
    - » Building back community infrastructure that is more resilient against shocks
    - » Build back critical community linkages that support local economic recovery, such as markets or roads connecting markets to communities, bridges etc
    - » Use environmentally friendly technologies and approaches to rebuild community infrastructure using recycled material, locally sourced material and natural resources which are sustainably managed, i.e. avoiding deforestation. Debris and municipal solid waste management:
    - » Clearance of crisis generated debris once search and rescue operations have ended
    - » Support government to plan and coordinate debris clearance and/or municipal solid waste collection
    - » Provision of technical assistance to achieve practical clearance and recycling of debris
    - » Strengthening institutional policies and systems to develop sustainable and culturally-appropriate solutions
    - » Recycling of debris or municipal solid waste to generate additional livelihoods and employment opportunities, as well as to protect the environment
    - » Public private partnerships for solid waste
- Restore and reinstate remittance facilities
- Provide and repair fishing boats and equipment
- Restoration of damaged crops and distribute seeds, seed vouchers, fertilizers, hand tools, provide credit to traders, promote improved land management techniques to prevent soil erosion and exhaustion and diversification of crops including cash crops

RESTORING & ENHANCING BASIC SOCIAL SERVICES

- Ensure basic rehabilitation of primary social services (health, schools, community centres, WASH) considering both hard and software to promote sustainability of

services

- Build capacity of communities/local authorities to maintain services over the long term that include good hygiene and health practices
- Ensure basic rehabilitation of primary social services (health, schools, community centres, WASH) considering both hard and software to promote sustainability of services
- Build capacity of communities/local authorities to maintain services over the long term that include good hygiene and health practices

GOVERNANCE

- Restoration of Local Governance Functions
  - » Rehabilitate essential government facilities and provide material support and equipment
  - » Work with local government to resume delivery of basic public services
  - » Support national information management systems
  - » Promote internet access restoration
  - » National Recovery Planning and Coordination
  - » Undertake feasibility planning for early economic recovery, provide policy advice to national and local government on emergency employment plans and social finance
  - » Strengthen disaster mitigation and response institutions including leading disaster risk assessments
- Aid Management
  - » Assess capacity of national and local authorities to lead and coordinate response
- Support national/local authorities in transparency, accountability, equitability and good governance throughout recovery process
- Support all parts of civil society to enable and facilitate their participation in decision- making processes
- Provide legal aid/representation to sexual and GBV survivors, including capacity building for lawyers networks, judges, prosecutors and policy to identify and address incidents through existing law-enforcement and court system.
- Train international and regional peacekeepers/police in protection of civilians and build capacity of local/national counterparts
- Conduct needs assessments and identification of priorities for access to justice support (eg awareness and empowerment of communities on basic rights)
- Establish legal information centres to provide access to legal information

ACROSS ALL SECTORS AND CLUSTER AND IN ALL INTERVENTIONS

AGE, GENDER AND DIVERSITY

- Ensure women, men, boys and girls are consulted when designing and prioritising activities to ensure equity, efficiency and sustainability: *For example prioritisation of rubble removal to ensure equity of access to cleared resources*
- Plan training activities that are disaggregated to benefit men and women of all ages. *For example women can plaster and paint buildings in some societies.*
- When planning reconstruction and rehabilitation projects ensure there is access for people with disabilities. *For example ensure building codes include sections on disabled access.*
- Use local and traditional knowledge of the elderly in designing projects for greater sustainability. *For example the elderly often have experience of sustainable building techniques forgotten over time.*
- Try to ensure youth are engaged in and benefit from projects; these are often one of the marginalised groups. *For example youth training programmes providing life skills.*

- If planning cash for work projects, ensure cash distribution is conducted in a safe environment for the vulnerable such as women, the elderly and youth. For example in areas that can be secured and not after dark.
- Plan for monitoring and evaluations that are disaggregated by age and gender and ensure different segments of the population are included in both exercises.
- Consider protection issues around gender diversity and age to ensure the principle of 'do no harm'. *For example*

ANNEX 2
CHECKLIST OF ER PRINCIPLES AGAINST WHICH TO ASSESS WHETHER PLANS AND PROGRAMMES HAVE TAKEN AN EARLY RECOVERY APPROACH INTO CONSIDERATION

1. Is the project economically and environmentally **sustainable**?
2. Does it **link to national plans** and reflect Government priorities?
3. Does it promote **national ownership**? Is it based on an understanding of existing local capacities and response mechanisms?
4. Does it **reduce risk** of future crises?
5. Has it been developed with the **participation** of local communities?
6. Does it **empower communities and institutions**?
7. Does the project **reduce inequity** and vulnerabilities?
8. Does the project design reflect an understanding of the **different needs and capacities** of women and men and other sectors of the population? Does it promote gender equality?
9. Is the response based on a thorough **understanding of the context**?
10. Is the response **culturally sensitive**?
11. Does it tackle **root causes**?
12. Will the way it is implemented **cause harm**? Is it **conflict sensitive** (in conflict/post- conflict settings)?
13. Will the intervention **build back better** and contribute to long term **resilience**?
14. How will the intervention contribute to **accountability for affected populations**? Have the specific needs of different people been considered and addressed?
15. Have links been made with relevant **development actors** in the design of the project?
16. Does the intervention **duplicate** any existing national mechanism which it could strengthen?

ANNEX 3
KEY EARLY RECOVERY ACTORS

NATIONAL GOVERNMENTS

- Have lead responsibility to respond to crisis, supported, as necessary, by the international community
- Develop recovery and development plans and priorities which will guide the recovery elements of the humanitarian response
- If appropriate, co-chair of any standalone Early Recovery coordination mechanism
- Key partners for Early Recovery interventions

HC/RC

- Leads the international response and has the ultimate responsibility for ensuring the integration of Early Recovery approaches and priorities across the whole response, which will be reflected in the strategic response products and plans.

HCT

- Has a critical role together with HC to ensure the integration of Early Recovery through the response.
- If the Heads of Agency represented on the HCT don't understand/support ER systematically through the strategic response, it will likely not happen.
- HC/HCT need to ensure that all clusters/agencies 'own' ER.
- HCT also identifies the need for a standalone ER cluster, so it is important that they understand what is entailed in this. Need to take longer term, holistic approach.
- Many humanitarian agencies actors already consider the longer term impacts of how they implement their response programming. (ie implementing ER albeit it by another 'name[1]')

INGOS AND NATIONAL NGOS

- Integrate ER principles through all programmed response
- With their strong links to local civil society, ensure that local voices (at all levels and of different groups) are heard and reflected in response assessments, plans and programming

OCHA

- Supports the HC/RC
- Leads the inter-cluster meetings. This is a primary mechanism through which ERA engage to advocate for and support mainstreaming of Early Recovery on behalf of the HC. OCHA support is therefore key. OCHA also mediates ERA engagement with the HCT[2]

INTER-CLUSTER COORDINATION GROUP

- Primary mechanism for the ERA to engage and build awareness, and capacities among international humanitarian actors; and to coordinate support for integrating the Early Recovery approach across the whole response.

OTHER CLUSTERS/SECTORS/AGENCIES

- Each cluster has responsibility to mainstream Early Recovery through their response in line with overall response priorities and to monitor the effectiveness of this element of their response.
- Joint collaboration of UNDP and UNHCR in the development and implementation of a Durable Solutions Strategy for IDPs and refugees, in line with the Secretary General's 2011 Decision on Durable Solutions[3]

EARLY RECOVERY ADVISOR

- ERAs are deployed to support the HC/RC office fulfil their ER responsibilities[4] and need to be on the spot as soon as possible after declaration of an emergency. Their role is to be a neutral support for the entire system. This

neutrality needs to be understood and protected by all actors so they are not drawn into providing support to any one agency or sector to the detriment of the whole response.

- ERAs ensure that Early Recovery is reflected in inter-cluster assessments and strategic planning documents
- Support for clusters to develop sector specific ER approaches in identifying needs, planning and programming (largest % of ERA time is working across clusters)
- As appropriate, advocate for sectors not typically on the ground at the start of crises but whose interventions are important in the longer-term response eg HLP (eg titles to land and property)
- Information management (including monitoring and reporting)
- Advocacy (internal to humanitarian actors and external to donors) – based on evidence. For Early Recovery as for other sectors, there is a strong donor imperative for systematic information and reporting
- Connector/facilitator: Good response strategies and programming involve many different actors interacting with each other. ERAs are key facilitators and catalysts to make this happen. They need an overall understanding of the response so they know who to bring together at which points to catalyse a holistic response and a multi-sectoral approach, rather than being expert in everything themselves.
- Support clusters to develop effective transition/exit strategies
- As appropriate to the setting, function as a bridge between humanitarian and development actors such that each are familiar with the strategic planning documents and coordination mechanisms[5] relevant to both sectors[6] to enable mutually reinforcing and supporting programming by both sets of actors to the longer term recovery/development goals.

"Having an ERA in my team dealing with early recovery at the onset of the crisis in CAR was extremely useful. To be honest at the beginning, I was not convinced that it was the right moment to deploy an ERA but quickly I understood that this was extremely useful.

The issue here has a lot to do with the profile of staff to deploy within the context of L3. Our ERA is a first class staff member who understands how to work in a team dealing with very complex emergency and under very difficult conditions. She was often asked to perform duties beyond her terms of reference. At the end she was attending along with me all the meeting including those with the head of state and other high level officials.

In conclusion I will strongly recommend to have in the HC team an ERA at the onset of an L3 but this has to be well clarified with UNDP at the early stage in order to avoid any misunderstanding". Feedback from the Senior Humanitarian Coordinator in CAR, April 2014

[1]'Quality Programming' is one term used in UNICEF for the ER approach to humanitarian programming

[2]Eg In the recent response to Typhoon Yolanda which hit the Philippines in November 2013, one mechanism to ensure that decision makers were engaged with integrating Early Recovery in early strategic discussions was through integrating Early Recovery into the HCT discussions by forming a sustainable solutions group with HCT members

[3]Decision of the Secretary-General – 4 October meeting of the Policy Committee, Decision No. 2011/20 – Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding, 4 October 2011

[4]See resource website for a general ERA ToR illustrating the widely ranging role they can be drawn on to play. This list contains a selection of the key roles typically played by ERAs, but specifics will be contextualized.

[5]OCHA supporting the HC office; DOCO supporting the RC office. This is particularly important as clusters are de-activated, as the RCO is often far smaller than OCHA's office (HR) and transition plans need to be realistic.

[6] the Preliminary Strategic Plan and Strategic Response Plans , and National Recovery and Development Plans, UNDAFs and World Bank Country Assistance Strategies

ER EXPERTS

- EREs are deployed by UNDP to assist the UNDP Country Office in early recovery programming.
- EREs may also assist the RC by advising on how early recovery links to the broader recovery agenda (e.g. identifying strategic entry points for building sustainable institutions and systems, and with early recovery programming), and can contribute to strengthening national authorities and partners through guidance and capacity development.
- If an ERE is deployed as well as an ERA, it is important to recognise the differences of the two roles and to ensure from the start who will do what, the synergies that can be gained by working together and by determining and avoiding possible overlap areas.

CLUSTER COORDINATOR[7]

- Recruited by the CLA
- In common with all cluster coordinators, the role involves effective coordination of agencies responding to specific Early Recovery needs which the HC/HCT has identified as not being covered by other clusters, i.e.:
    - » ./ Supporting effective service delivery according to the agreed strategic priorities and eliminating duplication
    - » ./ Informing strategic decision-making of the HC/HCT through engaging in assessments to identify needs, gaps, obstacles and cross-cutting issues
    - » ./ Planning and strategy development: developing sector plans in accordance with good practice and agreed standards and guidance and clarifying funding requirements
    - » ./ Advocacy on behalf of cluster participants and affected population
    - » ./ Monitoring and reporting implementation of cluster strategy and results
    - » ./ Contingency planning/preparedness/capacity building in situations where there is a high risk of recurring or significant new disaster

INFORMATION MANAGEMENT OFFICER

- Recruited by UNDP to support the Cluster Coordinator with data collection and management in the aftermath of a crisis.

UNDP

- In-country
    - » ./ Pre-crises: Engagement in preparedness including UNDP Country Director engages with the UNCT/HCT to ensure that Early Recovery is reflected in contingency plans (including national capacity mapping for response)
    - » ./ UNDP CO key responsibilities as a member of the HCT in all emergencies
    - » ./ Cluster lead or partner if a standalone cluster is activated depending on whether they are designated the CLA or not:
        - Engagement with other agencies in conducting assessments, developing cluster strategies, resource mobilization for early recovery activities[8] for the cluster, working with specialist agencies as appropriate (eg UN Habitat has specialized expertise on urban disaster response including Early Recovery elements and ongoing coordination
        - Recruitment of coordination mechanism coordinators
        - Development and implementation of ER specific interventions, eg UNDP ER signature products
        - Model through programming and leadership the ER approach
- UNDP corporate: UNDP Crisis Response Unit; UNDP Bureau for Policy and Programme Support (BPPS, formerly BCPR)
    - » ./ Maintain at all times a pool of trained and experienced cluster coordinators
    - » ./ Management of ERA Roster
    - » ./ Provision of support to UNDP CO for Early Recovery programming
    - » ./ Significant Early Recovery support provided to six pilot countries:

GCER

- Regular global cluster coordination functions in support of field response and partners, including: normative guidance, support to the field through missions and remotely, surge Human Resources capacity, advocacy etc.

DONORS

- Adequate funding is critical to delivering holistic, strategic priority related interventions in emergency response
- Donors who are signatories to the GHD, and who understand the link between Early Recovery and other key humanitarian debates (transition, durable solutions and resilience) can be important champions for Early Recovery

[7]See also IASC Cluster Coordination Reference Module, 2012

[8]As CLA, UNDP can use its established relationships in-country with national actors and donors to facilitate Early Recovery interventions for the whole cluster, and to raise resources for the cluster as well as for its own interventions

ANNEX 4
COMPARATIVE ROLES - EARLY RECOVERY ADVISOR, CLUSTER COORDINATOR, EARLY RECOVERY EXPERT

COMPARATIVE ROLES	EARLY RECOVERY ADVISOR	CLUSTER COORDINATOR	EARLY RECOVERY EXPERT (PROGRAMME SPECIALIST)
Level	P-5, L-5, ALD-4	P-4/P-5, L-4/L-5, ALD-4	
Reports to	Humanitarian/ Resident Coordinator Resident Coordinator Office	UNDP Country Director in his/her capacity as Cluster lead capacity as Cluster lead gap areas	CD or DRR-P or Chief CPR UNDP Country Office
Coordination mechanism	Coordinates ER Network	Coordinates Cluster addressing ER gap areas	Participates to [ER] GIL[9] Cluster
Direct Counterparts	Cluster Leads, ER focal points, IASC Country Teams which includes NGOs	[ER] GIL Cluster members, including NGOs	Other UNDP units Line Ministries
Stakeholders to consult	Government (national, local) NGOs Civil society representatives Private sector	Early Recovery Advisor Government (national, local) NGOs Civil society representatives Private sector	[ER] GIL Cluster members, including NGOs Government (national, local) Civil society representatives Private sector
Strategic framework	IASC (or national) Early Recovery Strategic Framework	(ER) GIL Strategic Plan and Cluster Workplan (ER) GIL Response/Action Plans	UNDP Strategic Plan
Response planning	IASC (or national/regional) Early Recovery Response/ Action Plans Facilitates ER inter-cluster planning and implementation at national and local levels	(ER) GIL Response/Action Plans Facilitates ER planning and implementation in areas not covered by other clusters	UNDP Programmes Facilitates ER planning and implementation in UNDP areas of expertise

[9]Commonly referred to as a GIL Cluster, it stands for Governance, Infrastructure and Livelihoods and is generic UNDP nomenclature for a standalone Cluster

COMPARATIVE ROLES	EARLY RECOVERY ADVISOR	CLUSTER COORDINATOR	EARLY RECOVERY EXPERT (PROGRAMME SPECIALIST)
Coordination	Facilitates inter-cluster coordination and mainstreaming of Early Recovery Supports the HC/RC and IA country team / cluster leads to ensure that early recovery coordination is done in the best interests of affected and vulnerable populations	Facilitates inter-agency coordination in the cluster Supports the ER/standalone cluster and UNDP country office to ensure that the coordination of ER areas not covered by other clusters is done in the best interests of affected and vulnerable populations	Mainstreams ER in UNDP programmes Ensures that early recovery projects are designed and implemented in the best interests of affected and vulnerable populations in Governance, Poverty Reduction, CPR, DDR, JSSR, etc....
Humanitarian Needs Overview	Facilitates ER inter-cluster needs assessment and drafting of HNO, or utilizes on-going needs assessment	Leads or facilitates inter-agency needs assessment and drafting of HNO in ER areas not covered by other clusters	Contributes to needs assessment in UNDP areas of expertise
Cross-cutting issues	Supports the integration of cross-cutting issues into all ER activities	Supports the integration of cross- cutting issues into the activities of the cluster	Supports the integration of cross- cutting issues into UNDP programmes
ER guidance and tools	Application of ER standards	Application of ER standards	Application of ER standards
M&E	IASC (or national) Early Recovery Strategic Framework	(ER) GIL Strategic Plan and Cluster Workplan (ER) GIL Response/Action Plans	UNDP Strategic Plan
Advocacy and Resource Mobilisation	Advocates and supports resource mobilisation for the entire ER network	Advocates and supports mobilisation for the ER or standalong cluster members	Advocates and supports mobilisation for UNDP early recovery programmes
Support from	- GCER, especially the GCER secretariat - RCO	- GCER, especially the GCER secretariat - RCO	- BCPR, UNCO, regional bureaus, - Early Recovery Cluster Coordinator

ANNEX 5

ANNEX 5: A PHASED APPROACH TO EARLY RECOVERY PROGRAMMING AND RESOURCE MOBILIZATION

Early Recovery should be implemented in a phased manner, mirroring the different phases of the HPC and its 'products': Flash Appeals/PSDs, MIRAs, the SRP. Each phase should be documented with a clear justification for its need.

PHASE 1

This phase coincides with the production and distribution of the Preliminary Response Plan (PRP), expected to be launched within 5-7 working days of a disaster – or of its declaration[10]. This document should seek to systematically include the following elements of Early Recovery:

1. A brief reference to a preliminary set of Early Recovery emerging priority needs, as well as to the already initiated (or foreseen) Early Recovery strategic planning and assessment processes.
   - » This reference would aim at signalling to all stakeholders, including donors, that:
     a. Early Recovery is a priority
     b. Early Recovery projects are presented in a joined up manner, not piecemeal
     c. Planning and assessments are already underway.
2. A set of standard 'start-up' funding requirements for Early Recovery.
   - » These would include the estimated costs for the following: the deployment of Early Recovery coordination/advisory support to the RC/HC; the implementation of a rapid inter-agency Early Recovery assessment and the preparation of an Early Recovery Strategic Framework.
3. Financial requirements for selected Early Recovery projects.
   - » These requirements should be moderate in scale and largely based on pre-existing approximate budgets/costs.
   - » The projects in question should fulfill a set of core criteria. Adhering to these criteria will be crucial if the credibility – and, consequently, the 'fundability' – of Early Recovery is to be seriously pursued.

   In particular, Early Recovery projects suitable for inclusion will be those that:
   a. Address time-critical needs;
   b. Are based on rapid needs assessments (the results of which will be further refined at the time of the MIRA and SRP) or, at least, on solid inference;
   c. Have a strong advantage in starting immediately;
   d. Have a rapid impact on affected populations and/or relief activities;
   e. Are foundational in nature, i.e. provide necessary foundations for managing the recovery effort;
   f. Can preferably be completed within the SRP's standard timeframe (6 – 12 months);
   g. Are presented within their own relevant cluster/sectors (where applicable). In the case of activities falling outside the scope of the 'core' clusters/sectors, Early Recovery projects should be grouped under a separate section in the PRP, MIRA, HNO and/or SRP. Examples of Early Recovery activities that, according to circumstances, may fit these criteria include:
      - Support to rubble removal, environmental clean-up and rehabilitation;
      - Provision and/or repair of fishing boats and fishing equipment;
      - Repair of flood control and irrigation schemes;
      - Basic rehabilitation of primary social service facilities (such as health care facilities, schools, community centres, water and sanitation networks);
      - Basic rehabilitation of small infrastructure, in order to enable: a sustained circulation of people and goods; access to means of production and strengthening of reintegration

(road repairs and mine clearance for access to markets, repair of bridges, embankments, market places, etc.); the initiating of local recovery processes through labour intensive technologies and micro- enterprises that generate employment;

- Rehabilitation of essential government facilities and provision of material and equipment support (i.e. office equipment);
- Distribution of seed vouchers, fertilizers, hand tools; provision of credit to traders;
- Rehabilitation of productive assets (fodder production, animal health);
- Assessment shelter damage, capacity and needs;
- Provision of satellite imagery-based security situation maps (hot spots and safe havens);
- Reduction of insecurity through early mine action interventions.

PHASE 2

This phase will materialize through the issuing of the SRP (expected to take place 3-4 weeks after the launch of the initial PRP). The SRP and any revisions thereafter should include:

1. The key findings of the Early Recovery inter-agency rapid assessment (MIRA).
   - » Early Recovery rapid needs assessments should thus strive for completion within approximately 4 weeks following the disaster. Should this turn out not to be possible, all available and relevant information should, nonetheless, form the basis of the requirements presented in the SRP.
2. An updated overview of the status of the strategic planning effort for Early Recovery, which should be accompanied by the core elements of the 'Early Recovery Strategic Framework', so as to bring all Early Recovery activities together under a coherent strategic vision.
3. An update on the status of funding, implementation and impact of the Early Recovery 'rapid impact' projects that had been included in the initial PRP[11];
4. A broader set of additional Early Recovery projects, which should
   a. Be implementable within the SRP timeframe (6 - 12 months);
   b. Be presented within their own relevant cluster/ sectors (where applicable). As previously indicated, Early Recovery projects falling outside the scope of the 'core'clusters/sectors should be grouped under a separate section in the SRP.
5. Examples of Early Recovery activities that may be suitable for insertion in the SRP (in addition to those outlined above, if still relevant) include the following:
   - Rapid impact, needs and capacity assessments, focused on local economic resources, employment and livelihood opportunities – including labour market surveys and analyses;
   - Support to feasibility planning for early economic recovery, and provision of policy advice to national governments/local authorities on emergency employment plans and social finance;
   - Introduction of social and community-based safety nets for vulnerable people and those with special needs – including psychosocial and post-trauma counselling;
   - Provision of emergency access to potable water, in parallel with the promotion of sustainable and community-based water systems and maintenance;
   - Completion of food and nutrition surveys, promotion of nutrition stabilization and food safety (at the household and community levels);
   - Promotion of improved land management techniques (to prevent soil erosion and

[10] In the case of slow-onset disasters

[11] The most recent update of requirements and funding are available online at: www.reliefweb.int/fts All updates should be sent to fts@reliefweb.int as FTS relies on agencies and donors to report contributions and resources available (including the allocation of unearmarked funds).

exhaustion); diversification of food crops (to improve nutrition as well as increase biodiversity and incomes);

- Natural resources management;
- Minor rehabilitation of infrastructure, such as traditional courts, police stations, police training centres, and correction facilities;
- Identification of alternative and affordable building technologies for repair and reconstruction that will improve building and planning standards, as well as provide access to affordable and environmentally sustainable building materials; this could include recycling of materials damaged in the disaster such as fallen timber for housing reconstruction;
- Identification of detrimental coping mechanisms (such as child labour, prostitution, etc.) and development of appropriate preventive and responsive measures, including through the provision of cash grants and emergency social protection schemes;
- Awareness-raising and capacity-building of communities and authorities (lawyers' networks, judges, prosecutors, police, etc.) to identify and promptly address sexual and gender-based violence, together with the provision of assistance to victims;
- Provision of support to the active participation of women and women's organizations in all aspects of early recovery planning and implementation;
- Support to the planning of government authorities for the return and reintegration of displaced populations, prior to the return phase;
- Land and property situation analysis;
- Promotion of HIV/AIDS prevention activities;
- Rapid mapping activities: hazard mapping; structural/environmental damage assessment.

By opting to target the SRP/HRP rather than the PRP or MIRA as a primary vehicle to present Early Recovery needs, some concerns may remain on whether appropriate visibility can be secured for the latter. Normally, in fact, launch-related publicity (donor briefings, press releases, etc.) occurs mainly in relation to the presentation of the PRP or MIRA. This is a dilemma that cannot be easily dismissed or solved. If this approach is to work, it is essential that donors are engaged in a dialogue aimed at securing a firm acceptance of this approach, which should be followed by their commitment to fund the bulk of Early Recovery requirements – as outlined in the SRP/HRP.

PHASE 3

Further resource mobilization efforts for Early Recovery following the publication of an SRP/HRP can be explored in the context of (a) the Post-Disaster Needs Assessment (PDNA[12]), and (b) the Post Conflict Needs Assessment (PCNA) – including the ongoing work to develop a Post-Conflict Early Recovery Rapid Needs Assessment (PC-ERRNA[13]). These tools are expected to be instrumental in establishing the evidence base that is required to build the Early Recovery Strategic Framework (see below). To this end, a recovery-oriented needs assessment should commence as soon as possible after the crisis onset to allow for its key findings to be available in time for the finalization of the SRP/HRP.

The assessment and planning efforts prompted by the preparation of the PRP and MIRA should lead to the finalization of a full-fledged 'Early Recovery Strategic Framework/Action Plan' for inclusion in the SRP/HRP. This framework, which is to be adapted to the scope and particularities of the country's needs and requirements, will map out gaps, objectives, response strategies, activities and relevant actors. In simple terms, the ER Strategic Framework/Action Plan outlines "what to do and how to do it" and should be formulated in collaboration with all relevant stakeholders, starting with the government. The

[12] See, for example, the "Guide to a Multi-Stakeholder Needs Assessment (PDNA) and Recovery Framework", http://www.recoveryplatform.org/pdna/pdna_guide

[13] Based on the PCNA methodology, the PC-ERRNA should be developed to assess and prioritize needs rapidly, through an inclusive and participatory consultative process, so as to provide a platform for national and international actors to agree on joint immediate priorities, define their commitments, and prepare their activities (unearmarked funds).

document, in particular, will map out a series of inter-linked Early Recovery programmes, which will be costed, phased and prioritized (usually over a timeframe of up to 12 months following the disaster – or its declaration). In addition, it will allocate precise roles/responsibilities for the implementation of programmes as well as set targets and indicators for effective monitoring and follow-up. The Early Recovery Strategic Framework/Action Plan within the overarching framework of the SRP/HRP will thus serve as the key platform for engaging donors. Should a revision of the SRP/HRP/HRP be developed, the finalized Early Recovery strategic priorities as well the planned activities and related funding requirements – as drawn from the Early Recovery Strategy Framework/ Action Plan – will be included therein, with due regard to the timeframe entailed by the appeal in question. The Early Recovery Strategic Framework/ Action Plan will serve as a key tool for engaging donors in an effective dialogue, which all Early Recovery stakeholders should pursue jointly – under the leadership of the RC/ HC (supported by the Country Team) and with the active involvement of national/local authorities.

ANNEX 6
LIST OF INTERNET RESOURCES FOR EARLY RECOVERY

Buchanan-Smith and Maxwell, Linking Relief and Development: An Introduction and Overview
http://www.eldis.org/fulltext/LinkingReliefandDevelopment.pdf

EU Communication from the Commission to the Council and the European Parliament – *Linking Relief, Rehabilitation and Development – An Assessment (COM(2001)_153)*

European Commission Policy Briefing of July 2012: *Linking relief, rehabilitation and development: Towards more effective aid*

23 Principles and Good Practice of Humanitarian Donorship
http://www.ghdinitiative.org/ghd/gns/principles-good-practice-of-ghd/principles-good-practice-ghd.html

Implementing Early Recovery, IASC background document, 15 July 2013, endorsed by the IASC Principals: http://www.humanitarianinfo.org/iasc/downloaddoc.aspx?docID=3418&type=pdf. CWGER website: www.earlyrecovery.global

http://er.humanitarianresponse.info/;http://www.recoveryplatform.org/assets/ tools_guidelines/Joint%20Lessons%20Learned%20and%20Good%20Practice%20Tool%20-%20Coordination%20-%20Oct%202012%20FINAL-1.pdf; the Cluster Coordination Reference Module: https://clusters.humanitarian response.info/ system/files/documents/files/iasc-coordination-reference%20module-en_0.pdf

Transformative Agenda and Transition resources:

UNDP/ECHA Guidance Note on Funding for Transition:

http://www.google.fr/url?sa=t&rct=j&q=&esrc=s&frm=1&source=web&cd=1&ved=0CCkQFjAA&url=http%3A%2F%2Ftoolkit.undg.org%2Ftool%2F192-guidance-note-on-funding-for-transition.doc&ei=fkZ9U-iEKon07AaW- 4GQAw&usg=AFQjCNGQ_0dZsofvif-zxCAUpOFnXAOJSQ

UN Secretary-General (UNSG), Decision No.2011/20 - Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding, 4 October 2011, available at: http://www.refworld.org/docid/5242d12b7.html

Reference Module for Cluster Coordination at the Country Level:
https://clusters.humanitarianresponse.info/ system/files/documents/files/iasc-coordination-reference%20module-en_0.pdf

The essential reference for Clusters in the field: http://clustercoordination.org/

One hundred things a Cluster Coordinator should do before s/he dies:
http://www.clustercoordination.org/files/articles/Cluster_Curriculum_100_(5_Feb_10).doc

http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-debris-management.html. UNDP is also developing a Guidance Note on Solid Waste Management which will complement the note on debris management, and will be published shortly.

http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product-- guidance-note-on-emergency-employment-/

http://www.jm.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-community-infrastructure-reh/

http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-debris-management.html. UNDP is also developing a Guidance Note on Solid Waste Management which will complement the note on debris management, and will be published shortly.

http://www.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-emergency-employment-/

http://www.jm.undp.org/content/undp/en/home/librarypage/crisis-prevention-and-recovery/signature-product--guidance-note-on-community-infrastructure-reh/

http://www.usaid.gov/resilience/joint-planning-cells

KEY MESSAGES

01 / EARLY RECOVERY IS BOTH AN APPROACH AND A SET OF SPECIFIC ACTIONS TO HELP PEOPLE TO MOVE FROM DEPENDENCE ON HUMANITARIAN RELIEF TOWARDS DEVELOPMENT

02 / EARLY RECOVERY IS QUALITY HUMANITARIAN RESPONSE: SYNONYMOUS WITH GOOD PRACTICE

03 / EARLY RECOVERY ENSURES HUMANITARIAN ACTION CONTRIBUTES TO SUSTAINABLE DEVELOPMENT

04 / EARLY RECOVERY SUPPORTS LOCAL AND NATIONAL CAPACITIES

05 / EARLY RECOVERY BUILDS RESILIENCE DURING THE HUMANITARIAN RESPONSE

06 / EARLY RECOVERY IS EVERYBODY'S RESPONSIBILITY, ALL CLUSTERS, ALL AGENCIES

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