

**GCER**

Global Cluster for  
Early Recovery

# STRATEGIC PLAN FOR EARLY RECOVERY (2015-2017)

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EARLY RECOVERY  
STRATEGIC PLAN  
2015-2017**



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## VISION AND GOALS

**Ensure holistic and system-wide response that include national and local actors to improve aid effectiveness, reduce vulnerability to shocks and to pave the way to sustainable development by strengthening linkages between humanitarian and development frameworks.**

### GOAL 1

**Early Recovery is systematically mainstreamed into humanitarian action and humanitarian and development actors are brought together to ensure successful transition to sustainable resilient-based development.**

### GOAL 2

**Increase Early Recovery response capacity and operational support at the country level for more predictable, better-resourced and managed response**

## STRATEGIC OBJECTIVES AND PRIORITIES

**01** Integration of Early Recovery into all the phases of the current Humanitarian Program Cycle and into the operational programming of all the clusters

### OUTCOME

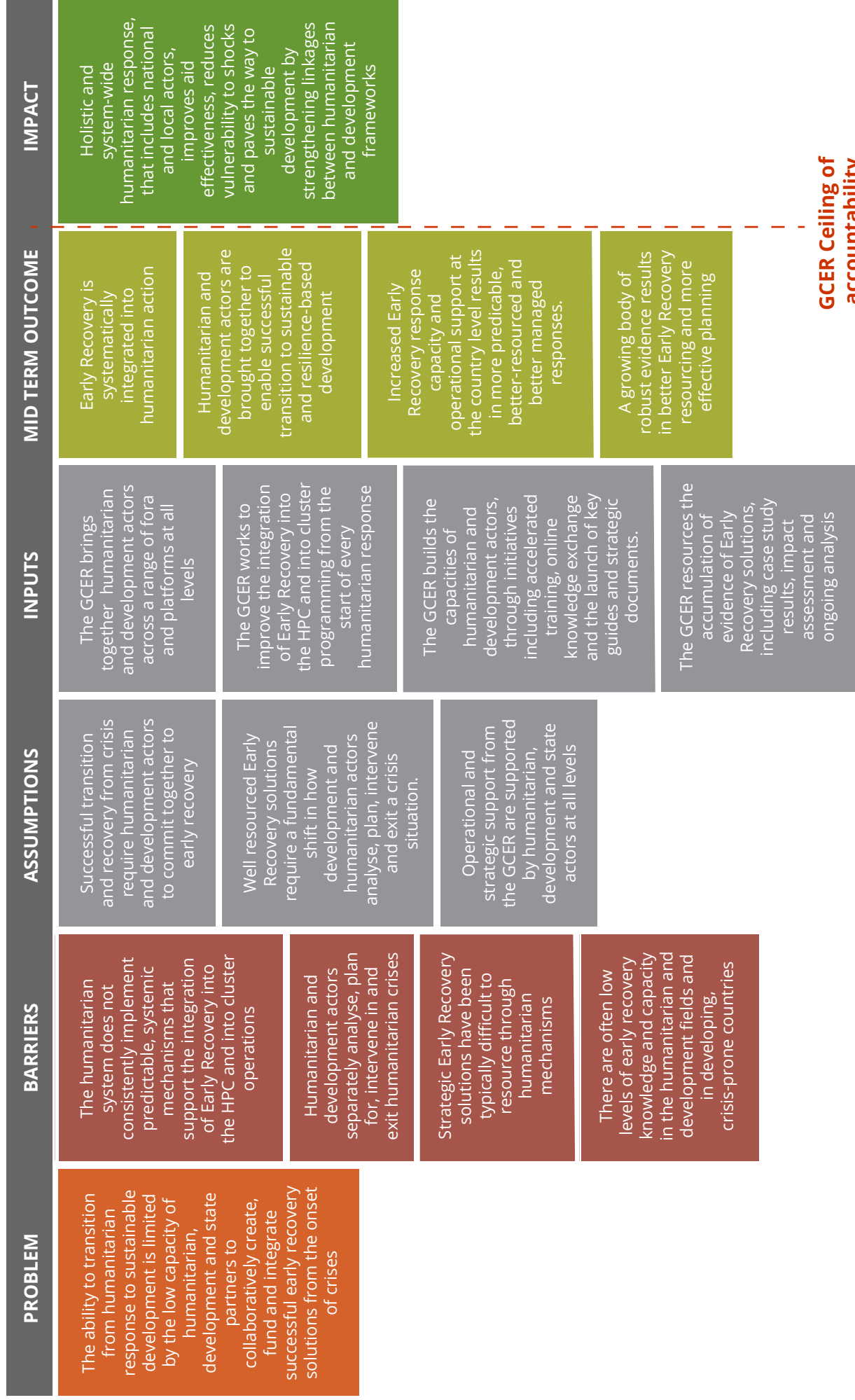
- 01** Early Recovery starts at the onset of the crisis.
- 02** Early Recovery is integrated into the Humanitarian Program Cycle
- 03** Joint multi-year post-crisis transition planning and programming linking humanitarian and development frameworks and financing addressing preparedness, relief, early recovery, recovery and reconstruction

**02** Strengthen Global Cluster for Early Recovery's ability to serve partners and local authorities at the global and field levels.

### OUTCOME

- 01** Strengthen Global Cluster for Early Recovery's ability to serve partners and local authorities at the global and field levels.
- 02** Improved coordination, quality and accountability of the response at the country level
- 03** Increased technical support and resource mobilization

# THEORY OF CHANGE



**GCER Ceiling of accountability**

## INSTITUTIONAL FRAMEWORK

### INTER-AGENCY STANDING COMMITTEE TRANSFORMATIVE AGENDA COMMITMENTS AND EARLY RECOVERY

The current Inter-Agency Standing Committee Transformative Agenda (TA) serves as the framework to guide the Global Cluster for Early Recovery (GCER) work at the global, regional and country level. UNDP as the designated Cluster Lead Agency (CLA) on Early Recovery is dedicated to the Inter-Agency Standing Committee (IASC) commitments and priorities, including successful transition between relief and development.

This Strategic Plan incorporates the **“Recommendations on Strengthening Early Recovery”** listed below as per the IASC document circulated in November 2013.

#### THE IASC PRINCIPALS:

**01** Request Clusters (except logistics and ITC 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. Deliverable: A report to the Principals on progress in integrating early recovery into their work.

**02** Confirm the Global Cluster for Early Recovery (formerly known as the Cluster Working Group on Early Recovery), led by UNDP, as the Cluster coordination mechanism for developing Early Recovery policies and supporting their implementation in close consultation with other IASC bodies. Agree that the roles and responsibilities of the Cluster 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 mobilization for all clusters and Humanitarian Country Teams (HCT) Early Recovery strategic objectives; strengthen the capacity of HCT in Early Recovery and strengthen the linkages between humanitarian operations and development frameworks including Durable Solutions strategies for IDPs and returning refugees.

**03** Request UNDP as chair of the Cluster to develop an Early Recovery inter-cluster country support roster,

steered by the Strategic Advisory Group (SAG). The purpose of this roster is to deploy early recovery advisor(s) who report(s) to the Humanitarian Coordinator (HC).

**04** Recommend that IASC organizations use existing coordination structures such as inter-cluster coordination groups to coordinate and integrate the overall Early Recovery approach at the country level.

**05** Request HCTs to identify thematic areas that are not included within the existing coordination mechanisms of a crisis-affected country. 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.

#### **FURTHER, THIS STRATEGIC PLAN WANTS TO EMPHASIZE THE FOLLOWING “IASC PRINCIPALS MEETING: OVERARCHING LESSONS IN L3 IMPLEMENTATION AND RECOMMENDATIONS TO ENHANCE DELIVERY” (DECEMBER 2014) FINDINGS:**

**01** In both protracted and sudden-onset crisis, early engagement by the IASC with national authorities, regional actors, the private sector and development partners, as appreciate, is critical to successful transition from a Level 3 (L3) response

**02** Wherever possible, complementing the rapid acceleration in humanitarian engagement with ongoing development support has been highlighted as important, especially where development support is aimed at addressing underlying drivers of conflict, such as inequitable socio-economic development. Of particular interest is engagement with development actors on institution building – including support to national and



local actors, addressing capacity gaps and structural weaknesses and supporting reconciliation and conflict resolution – and livelihood recovery.

These findings are in line with the core Guiding Principles for Early Recovery outlined in the revised Guidance Note on Inter-Cluster Early Recovery.

Finally, the GCER is committed to advancing, supporting and integrating the IASC priorities and the core pillars of the TA in all aspect of its work:

- 01 Accountability to Affected Populations, including Protection from Sexual Exploitation and Abuse (AAP/ PSEA)
- 02 Humanitarian Financing
- 03 Preparedness and Resilience
- 04 Revitalizing Principled Humanitarian Action
- 05 Protection in Humanitarian Crises
- 06 Strong humanitarian Leadership
- 07 Effective Coordination

**TO THAT EFFECT THE GCER IS ACTIVELY INVOLVED IN THE IMPLEMENTATION PLAN OF THE TA AND WILL CONTINUE TO ENGAGE AND CONTRIBUTE THROUGH THE FOLLOWING IASC STRUCTURES:**

- 01 IASC Working Group
- 02 IASC Emergency Directors Group
- 03 Senior Transformative Agenda Implementation Team (STAIT)
- 04 IASC Task Team Humanitarian Financing
- 05 IASC Task Team on Preparedness and Resilience
- 06 IASC Task Team on Accountability to Affected Population and PSEA

07 Global Protection Cluster

08 IASC Reference Group on Meeting Humanitarian Challenges in Urban Areas

09 Gender Capacity Steering Committee (GenCAP)

10 Protection Capacity Steering Committee (ProCAP)

11 IASC Global Cluster Coordination Group

12 IASC Information Management Working Group (until end of 2015)

**GLOBAL CLUSTER FOR EARLY RECOVERY STRATEGIC ADVISORY GROUP**

The Global Cluster for Early Recovery SAG is the principal advisory body for the Cluster. The SAG is composed of ActionAid, FAO, IOM, MSB, OCHA, UNDP (chair), UNICEF, and WFP.

**THE SAG:**

- 01** Provides direction, develop and adjust as necessary the GCER strategic framework, priorities and work plan on the basis of in-country needs and priorities.
- 02** Ensure the work of the GCER remains inclusive and representative.
- 03** Helps streamline processes on issues covered by the GCER such as refining system-wide tools in support to the HPC, cluster activation, de-activation and transition.
- 04** Establishes Technical Working Groups (TWGs) e.g. Durable Solutions (DS) for Displacement.

- 05** Assists with country support (missions or remotely).
- 06** Supports the selection and deployment of Early Recovery Advisors (ERAs) or Early Recovery teams at the request of Humanitarian/Resident Coordinators (HC/RCs).
- 07** Support deployment of experts in the context of the activation of the Inter-Agency Rapid Response Mechanism (IARRM).
- 08** Guides the GCER members in putting in place the right systems and mobilizing resources contributing to the integration of Early Recovery in response to a L3 crisis as per their mandate areas, responsibilities, and commitments.
- 09** Ensures advocacy and messaging coherence.

It is the responsibility of the Cluster Coordinator to ensure that outputs from SAG meetings are brought to the attention of relevant stakeholders.

The SAG meets upon request of the SAG members. Participation includes working groups (physically),

video or telephone conference, as well as interactions via e-mail as appropriate.

Additional experts may be invited to meetings as appropriate, to further contribute to specific agenda items.

# GLOBAL CLUSTER FOR EARLY RECOVERY — WAY FORWARD

## STRATEGIC SUPPORT AND POLICY GUIDANCE

While significant progress has been made in recognizing Early Recovery approach to be a critical component of effective humanitarian response ongoing efforts are required to continue to mainstream Early Recovery through the work of the Clusters and to address the relief-to-development gap.

The Global Cluster for Early Recovery will lead the efforts to set up standards and policy and build response capacity and operational support.

### AT THE GLOBAL LEVEL THE GLOBAL CLUSTER FOR EARLY RECOVERY WILL CONTINUE ITS ONGOING NORMATIVE WORK TO SUPPORT MAINSTREAMING AND INTEGRATION OF THE EARLY RECOVERY APPROACH AT THE COUNTRY LEVEL:

- 01** Provision of strategic and coordination support to the HC/RC, HCT and CLAs at the Country Level
- 02** Support and coordinate the Early Recovery programming not covered by other Clusters (i.e. governance and non-agricultural livelihoods)
- 03** Advocacy on integration of Early Recovery into the work of other Clusters
- 04** Build Early Recovery response capacity of the system, including national actors and strengthen efforts to minimize institutional barriers between the humanitarian and development actors to work together to establish foundations for recovery, resilience and sustainable development. This includes advocacy on development of a common multi-year framework in which relief, recovery and development needs and rights will be addressed and supported simultaneously by all the actors including the donors.

## CLUSTER COORDINATION

At the Country Level clusters are responsible for

integration of Early Recovery from the outset of the humanitarian response. As per the 2013 IASC Principals “Recommendations on Strengthening Early Recovery” existing coordination structures will be utilized to integrate the Early Recovery approaches at the country level. Exceptionally, based on the local context and needs, the RC/HC may recommend an Early Recovery cluster to be established (i.e. with a specific focus on an identified thematic area not covered by other clusters). If an Early Recovery or a thematic Cluster is activated the Global Cluster for Early Recovery will support deployment of a trained Cluster Coordinator for Early Recovery (CCfER) and if needed an ERA. The Cluster Coordinator’s performance will be guided by the IASC endorsed Terms of Reference (ToR) for Cluster Coordinators at the Country Level and the Guiding Principles for Early Recovery (see the Guidance Note on Inter-Cluster Early Recovery).

## TOOLS AND TECHNICAL SUPPORT

The Global Cluster for Early Recovery will work within and support the ITA normative framework and humanitarian architecture to align its technical tools and guidelines to advance the mainstreaming of Early Recovery into the humanitarian response from the onset of the crisis.

### Capacity Development

The Global Cluster on Early Recovery will strengthen the ongoing capacity building efforts through regular training and workshops that target Cluster members, partners, national actors, donors and UNDP at global, regional and country levels:

- 01** ERA Training
- 02** CCfER Training
- 03** Regional Early Recovery Awareness Workshops
- 04** Country Level Early Recovery Awareness Workshops
- 05** Early Recovery training support for other Clusters and partners. For example, “what is Early Recovery” session as part of other Cluster or partner trainings

A Training Management Tool will be developed and

maintained to facilitate fast deployment of trained ERAs and CCfER.

In order to build upon and ensure sustainability of coordination mechanisms, the Global Cluster for Early Recovery GCER will support existing and future trainings conducted by OCHA and the Global Clusters to integrate Early Recovery into their training programmes and materials. It is envisioned that a stand-alone training module would be developed, which could be presented either by the Global Cluster for Early Recovery or by OCHA or the particular Cluster. It would also be advantageous for these partners to reciprocate by providing the Global Cluster for Early Recovery with training modules that could be incorporated into future Early Recovery trainings.

### Deployments

Deployment of ERAs is one of the “IASC Recommendations on Strengthening Early Recovery” to support the Country Level Early Recovery efforts. Key responsibilities of the ERAs include: support to the RC/HCs, HCTs and Clusters on integration of Early Recovery approach and related principles; technical support; analysis of Early Recovery opportunities; facilitation of transition from relief to development and linkages to broader nationally owned recovery and development agendas (e.g. UNDAF), networks and frameworks; development of strategies to support durable solutions for internally displaced; and information management support. All the ERAs have completed the Global Cluster for Early Recovery training and are guided by ToRs aligned with the current humanitarian architecture. ERAs report directly to the HCs.

## “EARLY RECOVERY IS EVERYBODY’S BUSINESS”

Early Recovery Advisors support strategic planning, coordination and mainstreaming of Early Recovery work across all the clusters”

Deployment of CCfER– see the previous section on Cluster Coordination.

The Global Cluster for Early Recovery supported and coordinated deployments also boost and support the IASC IARRM surge capacity in L3 emergencies.

### Programming

Both at the Global and Country Level, the Global Cluster for Early Recovery will provide technical guidance on design and implementation of critical Early Recovery programming. The Cluster advocates on integrated “right activity at the right time and the right place by the most appropriate actors” approach particularly in protracted crisis.

### Early Recovery programming:

- 01** Strengthens stabilization and address underlying causes of crisis
- 02** Reduces vulnerability to future crises by strengthening the national, community and individual foundations for resilience
- 03** Links preparedness, relief, recovery, reconstruction and development processes and actors
- 04** Is accountable both to the affected populations and actors involved

Initiatives at the Country Level include the recently launched Regional Refugee & Resilience Plan (3RP) 2014-2016 in response to the Syria crisis. Such multi-agency humanitarian and development programming initiatives support the transition solutions beyond the humanitarian phase to create durable and multi-faceted resilience-based response in protracted crisis.

The GCER recognizes the fatigue and debate around the cross-cutting issues and their incorporation into crisis response and programming. It acknowledges how challenging tangible inclusion of various people-centered issues (gender, age, disability, HIV/AIDS and mental health) and others, for example, the post-2015 development cross-cutting issues (environmental sustainability, disaster risk reduction, resilience etc.) can be. At the same time,

the Cluster recognizes that the structural discriminations that affect the population, based on gender, age and other diversity characteristics, are important underlying factors and should be taken into account to reduce vulnerability, build resilience and enhance the quality and effectiveness of the response. Hence the Cluster promotes people-centered and planet-sensitive programming, which will be integral part of the Clusters' work at the Global and Country Level to ensure that the distinct assistance and protection needs are met. This in turn also strengthens the critical implementation of Accountability to the Affected Populations (AAP) commitments (leadership, transparency, feedback and complaints, participation and design, monitoring and evaluation) and mainstreaming of environmental considerations.

It should be specifically noted that Gender Equality is an integral part of the Cluster's efforts to advance and influence every aspect of the HPC and Early Recovery programming to ensure that women, girls, men and boys receive equal outcomes from the assistance provided. Equal rights also form the basis for sustainable development. The Cluster will endeavor to have all the projects coded high using the IASC Gender Markers to ensure effective response. This will be achieved through training, capacity building and technical assistance efforts at the Global and Country Levels. Further, the gender mainstreaming will be tracked, monitored and reinforced against the Gender Equality Performance Indicators accountability framework. The Global Cluster for Early Recovery has a part-time in-house Gender Standby Capacity Project (GenCap) Advisor to support these efforts.

The Cluster also has technical advisors on resilience, AAP and environment to ensure adequate attention and integration of such considerations into the programming and work of the Cluster.

The Guidance Note on Inter-Cluster Early Recovery provides further "how to" guidance and details, including examples of different types of programmatic activities, including the portfolio of UNDP developed Early Recovery Signature Products (Debris Management, Emergency Employment and Enterprise Recovery and Community Infrastructure Rehabilitation).

A consolidated Early Recovery toolkit will be developed, including Monitoring and Evaluation tools to assist and guide the work of the ERAs, CCfER and Cluster partners.

## **Information Management**

At the Global Level the Global Cluster for Early Recovery is in the process of revising and improving information management and sharing capacity. A revised Early Recovery website and helpline will be launched to serve the partners and actors involved in Early Recovery. An Online Resource Center will be part of such efforts to facilitate easy access to relevant policies, guidelines, technical tools, information products and analysis etc. Efforts to build capacity to allow deployment of Early Recovery Information Managers (IMs) to support the Country Level operations is ongoing.

## **Innovation**

The Global Cluster for Early Recovery will actively participate and contribute to forums and events that advance critical thinking and best practices on current humanitarian and development frameworks including linking the two. Such events and forums include, for example, the World Humanitarian Summit 2016, Humanitarian Innovation Conference 2015 and post-2015 development process. The Cluster has also teamed up with the United Nations Institute for Training and Research (UNITAR) and its Operational Satellite Applications Programme (UNOSAT) to support assessments with satellite imagery derived analysis.

## **RESOURCE MOBILIZATION AND PARTNERSHIPS**

### **Resource Mobilization**

It is critical to achieve adequate resource mobilization (RM) to ensure predictable response. The current modus operandi for humanitarian financing is not conducive to effective crisis recovery. At the Global Level, the Global Cluster for Early Recovery will advocate on smarter spending and establishment of multi-year funding agreements to truly link the humanitarian and development action into more effective crisis response paving the way to faster recovery, reduced vulnerability and sustainable development. The Cluster will also continue to work on RM at the Global Level to support implementation of this strategy to support the practitioners in the field. At the Country Level the ERAs, and CCfER will support donor liaison and fundraising efforts for the partners engaged in Early Recovery activities.

## Strategic Partnerships

The Global Cluster for Early Recovery will seek and establish partnerships that will benefit the partners and increase the capacity of actors involved in Early Recovery. Examples of such partnerships include:

- 01** Stand-By Partner arrangements for technical expertise: Swedish Civil Contingencies Agency (MSB), CANADEM, UKAID/DFID, Norwegian Refugee Council (NRC) and Danish Refugee Council (DRC)
- 02** Groupe URD for training support
- 03** The Assessments Capabilities Project (ACAPS) to support coordinated assessments
- 04** Multi-agency Capacity for Disaster Risk Reduction Initiative (CADRI)
- 05** UNITAR's Operational Satellite Applications Programme (UNOSAT) for assessments
- 06** Academia: Centre for Education and Research in Humanitarian Action (CERAH Geneve)

## TECHNICAL WORKING GROUPS

### Durable Solutions

The Global Cluster for Early Recovery has been working on solutions for displacement since its inception in 2005. Focus of the Technical Working Group (TWG) on Durable Solutions (DS) is to support inter-agency, multi-stakeholder processes led by the HC/RC to develop inclusive solid DS strategies at country level. The TWG was established in February 2013 to support the rollout of the SG Policy Committee decision that endorsed the preliminary framework on "Ending Displacement in the Aftermath of Conflict" and the subsequent follow up interoffice memorandum on "SG Decision on Durable Solutions" (October 2011).

### Key deliverables of the TWG on DS:

- 01** Design a guidance for the development of DS strategies
- 02** Provide support and input during the process of strategy development for DS
- 03** Facilitate support to DS in countries of concern

In order to respond to the IASC commitments, including Centrality of Protection in humanitarian action, and to support the increased involvement of development actors involved in DS, the Global Cluster for Early Recovery has a Senior Protection Standby Capacity Project (ProCap) Advisor (TBC) in place to guide the work and actors involved. In addition to supporting the key deliverables of the TWG, the ProCap Advisor also supports the capacity building efforts at the Country Level with national authorities, national NGOs/CBOs, UN agencies, INGOs, displaced communities and donors to find DS for displaced populations.

The Cluster will continue to engage variety of actors from the humanitarian, development, national authorities, academia and donor community, including through initiatives such as the Solutions Alliance to find holistic and collaborative solutions to end displacement and increase resilience, self-reliance and development opportunities. The Cluster will continue the work on development of guidelines for DS Strategies and will report on progress.

Any additional TWGs will be established as needed, for example, based on identified requirements to support the practitioners at the Country Level, in consultation the SAG and Cluster members and partners (e.g. TWG on Monitoring & Evaluation; TWG on AAP in Early Recovery).











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