

The IASC Humanitarian Cluster Approach

Developing Surge Capacity for Early Recovery
June 2006



Aims of the cluster approach

- The cluster leadership approach is part of a wider process of humanitarian reform aimed at ensuring a more effective humanitarian response, through:
 - Predictable leadership in key gap sectors/areas of response
 - Accountability of operational partners to the Humanitarian Coordinators
 - Enhanced partnerships between UN-Red Cross-NGOs-IOM on the ground
 - Improved strategic field-level coordination and prioritisation

- Decision to establish was taken in September 2005 by IASC Principles

Clusters at the global level

- Logistics (WFP)
- Search, rescue and evacuation (OCHA, UNRC)
- Emergency Telecommunication (UNICEF, WFP)
- Camp Coordination and Management / [Registration](#) (UNHCR – conflicts)
- Emergency Shelter (UNHCR - conflicts, UNDP, IFRC – natural disasters)
- Health (WHO)
- Nutrition (UNICEF)
- Water, Sanitation, Hygiene (UNICEF)
- Food (WFP)
- Education (UNICEF)
- Agriculture (FAO)
- Early Recovery (UNDP)
- Protection/ [Reintegration](#)/ [Humanitarian access](#) (UNHCR – conflict)

At the global level

- The added value of the approach at the global level includes:
 - Better surge capacity and standby rosters
 - Consistent access to appropriately trained technical expertise
 - Enhanced material stockpiles
 - Increased engagement of all relevant humanitarian partners
 - Coordinated capacity-building among agencies by encouraging focus and non-duplication of effort and resources

At the country level

- The added value of the approach at the country level includes:
 - fill gaps in the humanitarian response
 - ensure leadership and coordinated action in humanitarian activity where this is lacking
 - the HC knows who to turn to for all the key elements of the humanitarian response, and where gaps exist he/she can count on the cluster lead as 'provider of last resort'.
- The approach should aim to strengthen and support national capacities and government structures.
- Available resources and capacities should be fully utilized and effective arrangements need not be overturned.

Sectoral versus cluster approach

- A cluster is a group of organizations and stakeholders
- The cluster approach aims to strengthen the response in a particular sector by mobilizing clusters of organizations
- The cluster approach emphasizes:
 - Commitment to lead others
 - Commitment to build strategic partnerships
 - Agreement of accountability of the cluster lead to the HC
- The cluster approach can co-exist with previously existing sectoral coordination structures

Participation in clusters

- UN Agencies (cluster lead and member)
- Government entities
- Bilateral organizations
- NGOs
- [Red Cross Movement has certain constraints in participating as a full member, but is willing to cooperate closely]

Accountability

- Cluster leads are accountable globally:
 - To the Emergency Relief Coordinator for ensuring predictable capacity is established and maintained.
 - For ensuring, in consultation with the relevant HC, that adequate field-based cluster arrangements are in place.
- Cluster leads are accountable at the country level:
 - To the HC for acting as providers of last resort - in addition to normal agency responsibilities.
 - To ensure cross-cutting issues are effectively addressed and to work towards synergies among clusters rather than fragmentation
- Cluster members are accountable to the cluster leads

The provider of last resort, ensures...

- Predictability and accountability for an effective humanitarian response
- Required action is taken, by catalyzing action from its partners to fill gaps or commits itself to that action
- Joint assessment of needs and capacities
- Preparation of response strategy and plan
- Special arrangement for cross-cutting clusters, such as early recovery
- No accountability, if no funds are forthcoming or access and security limit the action of cluster participants

Functions of cluster leads

- Identification of key partners
- Coordination of programme implementation
- Needs assessment, planning and strategy development
- Application of standards (policies, technical)
- Monitoring and reporting
- Advocacy and resource mobilization
- Training and capacity building of national authorities and civil society
- Links with other clusters
- Provider of last resort

Global IASC Working Group on Early Recovery

- In operation since July 2006
- Addresses early recovery requirements in natural disaster and conflict settings
- Capacity analysis and mapping of its 17 member agencies
- Critical gaps in global capacity for early recovery identified; key areas for 2006 work plan:
 - Strategic planning capacity in 5 priority sectors
 - Tools & methodologies
 - Predictable surge & rapid deployment capacity for early recovery
 - Training
 - Information management systems
 - Knowledge management
 - Financing mechanisms for early recovery
 - Inter-Agency cooperation and agreements

Global IASC Working Group on Early Recovery

- Priority sectors where strategic planning capacity needs particular attention:
 - Livelihoods: ILO/FAO
 - Community drive approaches: UNDP
 - Shelter: UN-HABITAT
 - Basic social services: UNICEF
 - Rule of law: UNDP
 - Disaster risk management and governance: UNDP

Cluster Architecture

**Early Recovery Hub
- Integrated Cluster Working Group -**



International Recovery Platform
(IRP, UNDG/ECHA WG)

Conflict Platform
(4Rs, UNDG/ECHA WG on
Transition Situations, etc.)

CWGER - 2006 Cost Requirements

Cluster Capacity Development: \$ 1,750,000

Surge Capacity Deployment:

- First Early Recovery Team \$ 315,000

- Complementary ER Team \$ 350,000

Total Requirement 2006: \$ 2,350,000

