



*Empowered lives.
Resilient nations.*

EARLY RECOVERY TRAINING AND WORKSHOP - FINAL REPORT

Sunday 1- 5 March 2015

Executive Summary

Sudan experiences a complex emergency where different parts of the country exist in various transitional phases. Whilst the lingering humanitarian crises bring relief-focused needs that still demand short-term support, the patterns of assistance need to evolve as opportunities permit. Though it is not possible to pursue robust recovery in all contexts in Sudan, the protracted crisis demands a multi-sector integrated early recovery approach which begins early in humanitarian operations. Within the humanitarian assistance framework, early recovery and resilience approaches have been increasingly used by interagency standing committee agencies - IASC (UN agencies, national and international NGOs) and these approaches have been mainstreamed across all sectors in the 2015 Humanitarian Response Plan for Sudan. A policy emphasis on transition from relief to development, where possible, has also been captured in the National Strategic Plan, the interim-PRSP, IDP policy, the Doha Document for Peace in Darfur (DDPD) and the Darfur Development Strategy (DDS), presented by the Government and endorsed by international partners in Doha in April 2013.

UNDP is the global cluster lead on Early Recovery and has two distinct roles on Early Recovery; 1) Early recovery programming and 2) Supporting the inter-agency coordination structures in the humanitarian response. In relation to the second role, in the first week of March, UNDP organised a number of Early Recovery events aiming to further integrate and strengthen Early Recovery in the humanitarian response in Sudan. The events were organised through the Return, Recovery and Reintegration (RRR) sector in Sudan, together with the sector's Government counterpart, the Humanitarian Aid Commission (HAC), and the co-leads of the sector, IOM and CRS.

The events included an in-depth training for 40 sector leads and partners, including Government counterparts, as well as a training of trainers to develop a network of key professionals that can conduct further training and connect with stakeholders in the field. The week culminated with a larger workshop where a multi-stakeholder key audience with representatives from the Government of Sudan, UN agencies, National and International Non-Governmental Organisations, as well as donors came together to discuss how to come up with key recommendations and actions points for an improved and coordinated approach on Early Recovery in Sudan .

Two key recommendations and action points from the training and workshop were:

- To further evaluate the need for an Early Recovery advisor to the HC office and in the interim to set up an ad-hoc working group at inter-sector level to further mainstream and coordinate early recovery across the humanitarian sectors.
- Set up an informal task-force to enhance coherence between different coordination mechanisms aiming at bridging the humanitarian and development approaches, to collectively build more resilient communities and to obtain durable solutions for IDPs in Sudan.



Empowered lives.
Resilient nations.

Early Recovery Workshop Summary

Event:	Early Recovery Workshop
Date and Time:	09:30 – 16:00
Venue:	Marawi Conference Room, UNDP Khartoum
Participants:	HAC Commissioner and HAC Commissioners from the States, DRA Minister of Reconstruction, Development and Infrastructure, VRRC Commissioner, Ministry of Finance from federal and state level , UNDP, IOM, UNHCR, WFP, OCHA, WHO, Unicef , FAO UNHABITAT , Donors (SDC, Sweden, USAID, Netherlands, Brazil, DFID, Korea, Malaysia. INGO (Concern Worldwide, CRS, Tearfund, FAR, MCS) and NGO (UPO, AORD) representatives. Journalists



The workshop was facilitated by Mr. Tom Delrue who is the Geneva-based Inter-Agency Early Recovery Advisor in UNDP's Crisis Interface team. The day was divided into four separate sessions which each had its own objective. The sessions included presentations as well as discussions on different topics related to Early Recovery in Sudan.

The concept of Early Recovery was clarified; as being part of the humanitarian response and relief and early recovery together make up the humanitarian response to a crisis. A key outcome from the discussion was that in Sudan, most actors are carrying out early recovery activities even though

they might not be labeled as such. However, early recovery needs to be further mainstreamed across all the humanitarian sectors and better coordinated between the sectors. Each sector is responsible to include an early recovery approach in their work. The responsibility of Early Recovery should not lie with the Return, Recovery and Reintegration Sector.

The early recovery work already being done on the ground within the sectors needs to be further evaluated. All stakeholders should also engage in case studies improve the documentation of the experiences in Sudan as well as share best practices and lessons learned as available. Donors should support and encourage this work. It was also clear that the technical quality of early recovery interventions need further improvement and further capacity building needs to take place. Several partners raised the fact that Sudan needs longer-term approaches in humanitarian interventions e.g. Multi-year Humanitarian Response Plans.





*Empowered lives.
Resilient nations.*



The Darfur Development Strategy was presented and explained as the overarching strategy to which all activities in Darfur need to adhere. The FaST activities to be implemented during the first 18 months are much in line with an Early Recovery approach. Activities also involve capacity building and laying foundations for durable solutions. It was suggested that an overall early recovery and durable solutions strategy for Sudan should be drafted in line with relevant national policies and UN policies.

Better Engagement and close coordination with relevant authorities and donors during planning and implementation stages of projects is required. In addition to the mainstreaming across humanitarian sectors, early recovery needs to be discussed and coordinated beyond sector level including between the humanitarian and development coordination structures. How this should be done needs to be further discussed. Participants suggested that the HC should request for an Early Recovery Advisor who could support the work to coordinate and integrate Early Recovery.



Key Recommendations	Action Points	Responsibility	Timeframe
Further mainstream early recovery across the humanitarian sectors and better coordination between the sectors	Set up Working Group at inter-sector level	HCT	April
	Request Early Recovery Advisor	HCT/HC	May
Enhance coherence between different coordination mechanisms aiming at bridging the humanitarian and development approaches in Sudan	Set up an informal ER/Resilience task force	UNDP	May



*Empowered lives.
Resilient nations.*

Detailed Meeting Notes

Session 1 & 2: Early Recovery (ER), Resilience in Humanitarian response and ER actors in Sudan

The session focused on demystifying the concept of Early Recovery and emphasized the need for a common understanding of definitions to ensure ‘walls’ do not exist around particular modes of relief assistance in the humanitarian to development spectrum, impeding support to camps and affected populations. Early Recovery supports approaches which reduce pressures on people’s ability to respond to shocks as well as keeping people sustained as communities and not divided as individuals. Early Recovery and Resilience are closely linked. Resilience is the inherent ability to ‘bounce back’, like a palm tree bending in the wind but not breaking. Resilience approaches in humanitarian response tend to divide donors for and against however it is important to note that it is a transformative process. We don’t **do** resilience, it is the **result**. Early recovery activities add to the process of building resilience. It is also about ‘not doing’ something sometimes as some responses can unwittingly destroy populations livelihoods and coping mechanisms. There are many different ways of describing ER responses to prevent, absorb, adapt, transform but one important point is about behavioral change of international and national authorities. Organizations are too institutionalized and guided by internal frameworks which advise local authorities that are highly decentralized.

In the discussion following the presentation, it was clear that there is no one-size-fits-all approach. Natural disasters can be prepared for through responses mitigating environmental factors such as building better houses etc. Complex emergencies and man-made disasters involving issues of sovereignty provide more complex contexts for applying principles of ‘do no harm’. In Sudan, there seems to be a lack of coherence about what we are building recovery from? Natural, man-made, environment disasters? Which shocks? What are the post-disaster needs and comparative examples from other countries? Also, there is a need to adjust clusters/sectors from emergency response to protracted crisis modality to allow flexibility. There is an overwhelming need for long term programming (SRP)

One outcome from the training as well as during the workshop was the fact that most INGOs and also UN agencies are already carrying out Early Recovery activities even though they are often not labeled as such. Early Recovery programming in Sudan should use a more participatory and people-centered approach, and keep a balance between donor’s demands/interests and a Sudan’s needs.

In terms of funding, for ER activities there is a need to bring portfolios together and pick the threads out of both financing and programming. Humanitarian response plans should bring more flexible development approaches. This can be seen in the Darfur Community, Peace and Stability Fund (DCPSF).

Session 3: Darfur Development Strategy (DDS) and Displacement in Sudan

The UNDP Peace Specialist presented the Darfur Development Strategy and explained that the Strategy is:

- Published for the 2013 donors conference in Doha, peer reviewed and accepted



*Empowered lives.
Resilient nations.*

- The Darfur Regional Authority is the authority that represents the Darfur Development Strategy
- A Recovery and Reconstruction Strategy
- A strategy and not a funding mechanism
- Seeks to encourage joint programming and calls for the alignment of resources and funding channels as well as a coordinated response for greater impact
- Differs from the SRP as donors should seek to bring money to the strategy rather than the strategy appealing for money
- Provides a coordination mechanism and platform for all actors through the Darfur Coordination Board.

Furthermore, the DDS FaST activities (15+1 projects) were presented and it was explained how they will be implemented through an Early Recovery approach can also be seen as ER activities or humanitarian 'plus' activities involving capacity building and durable solutions.

Participants expressed a need to acknowledge the DDS document but also to look beyond the strategy with comprehensive M&E to see what existing activities were taking place and contributing to the same goals. They also expressed that it is important to ensure full cooperation with line ministries as partners in the pillars of the strategy. This moves toward incorporating behavioral change and managing expectations of beneficiaries.

Finally, although large pledges and some commitments have been made by donors and GoS to the DDS and DRDF, proper documentation recording and referencing all participants and contributions does not exist and coordination remains a challenge. In response DRA and HAC agreed to conduct DDS workshops in 5 states and at the federal level.

The discussion continued on the broader understanding on displacement and durable solutions and was linked to the DDS as well as the national policy on IDPs. One point raised was the need to initiate discussions with the Government stakeholder on durable solutions including return and (re)integration. So far, the national policy on IDPs is one reference point for building a framework on durable solutions.

The Facilitator explained two important approaches to working with displacement; rights-based approach – The rights, needs and interests of returnees and IDPs should be the primary consideration guiding all policies, decisions and programmes on durable solutions. Community-based, participatory approach – The response should address the rights, needs and interests of returnees, IDPs and other affected populations and allow them to participate in the planning and management of durable solutions.

The discussion also highlighted how it is crucial to enhance donors' awareness of the need for timely, efficient humanitarian and development funding in the transition from relief to development, specifically targeting programmes supporting displaced populations. There is also the need to encourage donors to support more collaborative UN system responses for the achievement of durable solutions.



*Empowered lives.
Resilient nations.*

Session 4: Early Recovery Structure and the Way Forward

The last session of the day tried to capture the main points discussed and agreed upon during the day and to finalize a couple of key recommendations to take these forward. The key points raised were:

- The IASC principles were outlined and it was clarified that the Recovery, Returns and Reintegration (RRR) sector is not the sector responsible for Early Recovery; Early Recovery is the responsibility of all humanitarian sectors.
- Greater inter-sector coordination, synergy and coherence in the coordination of multiple plans and strategies from the humanitarian Strategic Response Plan (SRP), the Darfur Development Strategy (DDS), UN Development Assistance Framework (UNDAF), UNAMID and GoS National Plan is needed
- It is important to clarify how early recovery should relate to the existing structures of the UNCT, HCT and the coordinating structure under the Darfur Development Strategy coordination structure. It is important that we improve the efficiency of current coordination structures rather than create new ones.
- There is a need for coordination between so-called humanitarian actors and coordination between humanitarians and others. What do we want to achieve? Not more structures. What do we do well and what needs improving? What is the relationship with GoS? The HCT needs to better understand the concept and needs more strategic guidance. There needs to be an ERA for the HC and to support the SRP and Donors.
- Create an ad-hoc group under existing structures as a stop gap as an ERA will take some time to mobilize. Need to know how to coordinate approaches under existing structures not just the RRR sector.
- Need for a multi-annual financing which recognizes Early Recovery as life-saving and creates synergies through a multi-stakeholder approach with activities across sectors.
- An Early Recovery Advisor is needed to determine what has been done both at inter-sector level (technical) and HCT level (policy). An Early Recovery Advisor (ERA) who can provide integrated, multi-disciplinary expertise and advise on comparative examples.
- It was highlighted that it is important to note that the CHF is only one funding window and that the SRP is not only funded by the CHF. There is a need for more creative financing.
- Humanitarian Donor Working Group focuses on 'good principles'. Donors are not inherently humanitarian or development. It's necessary to find the relevant portfolios of each donor, as not all have both.

Annex 1: Recommendations and action points – detailed matrix

Annex 2: Agenda

Annex 3: Concept note



Empowered lives.
Resilient nations.

Annex 1: Recommendations and action points

Recommendations	Actions points	Responsibility	timeline		
			Q2	Q3	Q4
Further mainstream early recovery across all the humanitarian sectors and better coordinate between the sectors.	<ul style="list-style-type: none"> * Discuss an agree with the HC and HCT members the need to request an Early Recovery Advisor (ERA) to support with the work on early recovery knowledge and coordination in Sudan. * In the interim, propose to create a standing ER working group at inter-sector level. 	HC/HCT	x		
	<ul style="list-style-type: none"> * The ad-hoc group would be functioning under existing structures as a stop-gap measure until a more permanent solution (such as an ERA) is in place. (opportunity of UNOCHA mission to KRT) * Develop an action plan for how to coordinate under the existing structures (not only RRR sector); * Evaluate early recovery work already being done on the ground within the sectors and request sectors to integrate early recovery into all different phases of the Humanitarian Programme Cycle as the foundation for resilience building in the Sudanese context; * Improve the documentation of the experiences in Sudan as well as share best practices and lessons learned as available. 	Ad-hoc group at ISCG level	x	x	
Discuss and coordinate early recovery needs between the humanitarian and development coordination structures.	<ul style="list-style-type: none"> * Set up a task force looking at how ER activities can be better coordinated between the humanitarian and development actors with the aim to build more resilient communities in Sudan. 	UNDP	x	x	x
	<ul style="list-style-type: none"> * Identify immediate opportunities for information exchange and develop an action plan * Engage and closely coordinate with the relevant Government stakeholders, donors and NGOs * Discuss possibilities for a multi-year Humanitarian Response Plan as a longer-term approach in humanitarian interventions and matching funding mechanism * Ensure the foundational and short-term activities (FAST) under the Darfur Development Strategy are coordinated with other early recovery activities (such as the ones under the SRP). * Key outcomes to be reviewed and endorsed by senior-management from each members 	Taskforce	x	x	x
Durable solutions strategy for IDPs Sudan in place	Set up a joint task force to agree upon the Durable Solutions Strategy for IDPs Sudan closely coordinate with the relevant Government stakeholders, donors and NGOs	RRR -PROT sector	x	x	



Empowered lives.
Resilient nations.

Annex 2: Agenda

09:30 – 10:00 Introduction and Opening Remarks

Abdel-Rahman Ghandour, Officer-in-Charge, UNDP
Ahmed Mohamed Adam, Commissioner, HAC

10:00 – 11:00 Early Recovery, Resilience and Humanitarian response in Sudan

Tom Delrue, Inter-Agency Early Recovery Advisor, UNDP's Crisis Interface Team, Geneva

Objectives:

- Enhanced common understanding of Early Recovery and resilience in Sudan

11:00 – 11:15 Coffee Break

11:15 – 12:00 Early Recovery Actors in Sudan

Tom Delrue, Inter-Agency Early Recovery Advisor, UNDP's Crisis Interface Team, Geneva

Objectives:

- To map Early Recovery Actors in Sudan and define their roles

12:00 – 13:00 Darfur Development Strategy and Displacement in Sudan

Musa Ibrahim, Peace Specialist, UNDP

Tajeldin Basheer Niam Ali , Minister of Reconstruction, Development and Infrastructure,
Darfur Regional Authority

Objectives:

- To better understand the planned activities under the DDS and how to link and coordinate early recovery work to it

13:00 – 14:00 Lunch and Break for Prayers

14:00 – 15:30 Early Recovery Structure and the Way Forward

Tom Delrue, Inter-Agency Early Recovery Advisor, UNDP's Crisis Interface Team, Geneva

Jorg Kuhnel, Team Leader, Oversight and Support Division, UNDP

Objectives:

- To determine how early recovery can be incorporated into humanitarian response programming and the role of the RRR Sector
- To agree on the way forward for a coordinated early recovery approach adapted to the Sudanese context

15:30 – 16:00 Closing

Abdel-Rahman Ghandour, Officer-in-Charge, UNDP

Ahmed Mohamed Adam, Commissioner, HAC



*Empowered lives.
Resilient nations.*

Annex 3: Early Recovery Workshop Concept Note

What is Early Recovery?

Early recovery is a multidimensional process of recovery that begins in a humanitarian setting. Through an integrated and coordinated approach, it uses humanitarian mechanisms to gradually turn the dividends of humanitarian action into sustainable crisis recovery, resilience building and development opportunities. Integrating the early recovery approach across all humanitarian actors will help people in a post-crisis context to move from humanitarian relief towards self-sustaining development, making sure that the humanitarian response emphasizes the importance of building community capacity and skills to strengthen individual's and communities' resilience; and as such, reduce dependence on relief, and where possible, help take steps towards solving issues such as displacement.

Early Recovery in Sudan

There is an increased emphasis by national and international actors on early recovery, to strengthen community resilience to shocks and stresses and lay the foundations for durable solutions. Within the humanitarian assistance framework, early recovery and resilience approaches have been increasingly used by Interagency standing committee agencies - IASC (UN agencies, national and international NGOs) and have been mainstreamed across all sectors in the 2015 Strategic Response Plan. A policy emphasis on transition from relief to development, where possible, has been captured in the National Strategic Plan, the interim-PRSP, the Doha Document for Peace in Darfur (DDPD) and the Darfur Development Strategy, presented by the Government and endorsed by international partners in Doha in April 2013.

Early Recovery Sector Coordination

UNDP is the global lead UN agency on early recovery and has inherited responsibilities from the Inter-Agency Standing Committee, the body responsible for inter-agency cooperation in the humanitarian system. UNDP hosts the Cluster Working Group on Early Recovery (CWGER) whose roles include promoting and clarifying early recovery as a concept, and ensuring it is being adopted in humanitarian response in affected countries. The CWGER's technical advice on early recovery in the humanitarian environment is an essential element of linking humanitarian and development work.

In Sudan, UNDP leads the Recovery, Return and Reintegration sector together with its two co-leads, the IOM and CRS. The sector's government counterpart in Khartoum is the Humanitarian Aid Commission (HAC). In 2015, the sector will take on a stronger role in order to bring humanitarian and development work to collaborate more harmoniously around emerging issues such as solutions for IDPs and community resilience, in tandem with local and national government. The objective is to ensure that Early Recovery is included from the very onset of a humanitarian crisis and to catalyze sustainable development opportunities, in line with the Darfur Development Strategy, especially the Foundational and Short-Term (FaST) priorities.

Workshop Components and Description

The workshop will comprise a one-day working session where approximately 60 government officials, experts and practitioners from UN agencies, international and national organizations, government and donors with



*Empowered lives.
Resilient nations.*

expertise relevant to early recovery work in Sudan. The workshop aims to provide a platform where government and stakeholder representatives working at senior expert level can discuss the issues of early recovery in Sudan and the way forward. The outcomes of the workshop will be reported as Summary Notes and shared with all participants.

The agenda of the first part of the day will include an overview of early recovery, resilience and humanitarian response in Sudan and will elaborate on the outcomes of the training from previous days where RRR partners have participated. Participants will also look at the result of a mapping exercise of early recovery actors in Sudan and discuss how their roles played in the development of the country. Participants will also gain some additional insights on the Darfur Development Strategy and agree upon the next steps in terms of linking early recovery work to the strategy.

The second part of the day will be organized around an interactive dialogue session addressing selected aspects of early recovery in Sudan, with a particular focus on early recovery coordination, how to incorporate early recovery into programmatic work in tandem with government and donors as well as resource mobilization. The last session will wrap up the key points of the day and determine the actions needed.

Expected Outcomes

The workshop is intending to achieve the following outcomes:

- Enhanced common understanding of early recovery in the context of Sudan
- A way forward for a coordinated early recovery approach adapted to the Sudanese context
- Determine how early recovery can be incorporated into humanitarian response programming and the role of the RRR Sector
- Establish a linkage for how early recovery work can be linked to the Darfur Development Strategy

Target Audience

This one-day workshop is designed for individuals in leading functions in UN agencies and international and national organizations working with early recovery as well as donors and government official with planning functions.

Facilitation

The discussions will be facilitated by Mr. Tom Delrue, the Inter-Agency Early Recovery Advisor in UNDP's Crisis Interface Team, which is part of UNDP's Crisis Response in Geneva. The major focus of his work is to support the integration of Early Recovery into the humanitarian response and into the development of durable solutions strategies for displaced people.