

# Early Recovery Support Mission

## BPPS/ CRU / GCER

Mission Report

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23 – 27 March 2015

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## 1. Objectives of the mission.

At the request of UNDP Country Office, the UNDP Bureau for Policy and Programme Support (BPPS)/ Livelihoods and Economic Recovery Team and the Crisis Response Unit/Crisis Interface team / Global Cluster for Early Recovery conducted a mission to the Democratic Republic of Congo (DRC) (23-27 March, 2015) to:

- Support the further roll out of the UNDP Early Recovery and resilience support Package for DRC, funded by the CPR TTF, the finalization of the respective work plans of the newly deployed UNDP Early Recovery Experts/ Specialist: i) to ensure the integration of early recovery in the humanitarian response; ii) support ER project development and scale-up; iii) to define modalities to strengthen UNDP's engagement within the humanitarian response and its coordination.
- Facilitate a high-level multi-stake holder workshop on Early Recovery in DRC:
  - Explore the most appropriate coordination mechanism(s) to ensure the integration of early recovery in the humanitarian response;
  - Explore how to ensure coherence between the different pillars (humanitarian, stabilization, and development; and
  - Explore financing *modi operandi* to enhance a more fluid transition between humanitarian and development work.

## 2. Summary

The humanitarian response *modus operandi* in the DRC has not much evolved since the Humanitarian Needs Assessment in 2005. The needs, the response strategies, and the *modi operandi* are largely the same; working with the authorities remains a challenge; and it has not been properly defined what stabilization in the context of the DRC means.

This is not due to a lack of competent actors, the lack of qualitative activities, or the lack of funding, but rather to an absence of coherence, synergy, and complementarity between the different strategic pillars in place (*infra*).

The international community (humanitarian / development actors and the donor community) realize that a change of *modus operandi* of the response has to be considered in terms of programs and activities as well as in terms of financing.

There was already a change of mindset and a motivation in 2013 to shift gears in terms of increased efforts to breaking the classic humanitarian, one-year funding cycle based and response *modus*; it was encouraging that donors agreed in 2013 to use pooled fund (humanitarian financing) resources for two-year projects that would integrate an early recovery approach and include a resilience building (RB) component.

Although there are still situations that require an emergency relief response and the fact that preparedness and contingency for sudden onset changes in the situation and influxes of displaced people remain, it seems to be time to diversify the response approach in the DRC.

Several actors mentioned to be careful not to consider the entire eastern DRC as a humanitarian crisis zone in terms of immediate and life-saving response only. Some actors warn for a ‘Goma-tisation’ of the response in DRC (i.e. unbalanced focus on the eastern DRC) and urge drawing the attention on other, often less mentioned or forgotten situations and geographical areas such as the Province Equateur.

There is also a general acknowledgement that the national and decentralized authorities have to be increasingly involved to the extent possible. Increased state authority and capacity building of national actors and structures are a condition sine qua non for, even the most modest, resilience, return-reintegration-rehabilitation, and stabilization efforts.

The report and the recommendations / suggestions for next steps are based on the discussions and consultations within the UNDP CO as well as during a multi-stakeholder workshop initiated by UNDP and attended by UNCT/ HCT agencies, SSU, donors, Government partners. The recommendations do not take into account any funding assumptions, the latter having proven not to enhance the breaking of the traditional humanitarian response cycle.

**Key recommendations multi-stakeholder workshop on ER/ resilience (March 26, 2015)**

1. Immediate deployment of two ERA (Kinshasa and Goma), to support the HC / HCT with integration of ER/ resilience across the humanitarian response and strengthen linkages between humanitarian, stabilization, and development work. Advisors are expected to be on the ground latest end of April – early May;
2. To establish an (informal) platform for humanitarian, stabilization and development partners as well as key donors (DFID, Sweden) and one key NGO or civil society organization to share information across the different actors and coordination systems. The platform will be co-convened by UNDP and OCHA. First meeting to take place before end of April;
3. To explore the feasibility of establishing a window within the Pooled fund for development related projects to be funded from development budgets, to support the transition from ER to development initiatives (i.e. exit strategy). Sweden has agreed to be the focal point to take this forward and liaise with other donors to ensure their commitment;
4. Humanitarian, stabilization and development partners will collectively identify and implement joint programming initiatives for one or two sectors within a selected geographical area;
5. Explore how funding mechanisms such as the Pooled Fund and Stabilization basket fund can be complementary. DFID, SSU and OCHA agreed to take this action point forward;
6. SSU to include an analysis of humanitarian interventions in the 3 key priority zones selected under the I4S as a key criteria for project selection of proposals. Include a humanitarian representative in the selection of project proposals for the stabilization basket fund.

**3. Define Humanitarian Action, Early Recovery and stabilisation in the context of DRC**

There is a general acceptance amongst humanitarian / development actors and donors that the terminologies 'humanitarian action', which includes ER, and 'stabilization' have to be re-interpreted in the context of the DRC. The humanitarian response has been ongoing for the last 15 to 20 years. Since several years, a substantial part of the humanitarian response is not aimed at immediate life-saving emergency response activities and de fact integrates an early recovery approach, be it under another denomination. 'Stabilization' has been on the agenda since 2005 and the same composing elements are still being discussed.

It is important to agree what is understood under humanitarian action in the case of the DRC since the way activities are labeled is often a determining element for donors to decide which funding stream to use to support the response in the DRC. Updating the definition of 'humanitarian action' and 'stabilisation' might help donors to be more flexible and perhaps enhance injecting more easily funding from development budgets into resilience building activities.

#### **4. Integration of an early recovery approach / resilience building approach into the humanitarian response in DRC.**

Over the last years, humanitarian financing has been increasingly used for ER and resilience building activities throughout the sectors. The Humanitarian Action Plans of the last 5 years, for instance, did not exclusively focus on life-saving activities. However, a lot of activities which could qualify as ER, are not labelled as such. In response to the expressed need for increased capacity and expertise to ensure coherence and synergies:

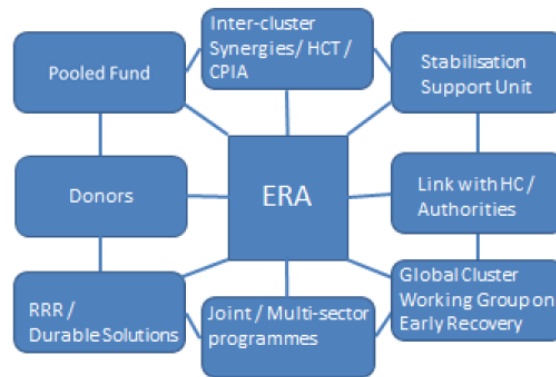
- i) Between the ER/Resilience activities within the different clusters / sectors;
- ii) Between the clusters / sectors on the one hand and the ER/Resilience activities outside the clusters on the other hand (such as the work under the International Security and Stabilisation Support Strategy (I4S and the Stabilisation Support Unit));
- iii) Between the efforts of the international actors and national and local authorities,

UNDP DRC has deployed Early Recovery Experts in Bunia, and Goma as well as an Early Recovery Specialist in Bukavu. Early Recovery Advisors (deployed to the HC office) for Kinshasa and Goma are expected to be deployed end of April/early May 2015 (**Recommendation 1, Annex 1**)

#### **Role of the ERAs (Kinshasa/Goma):**

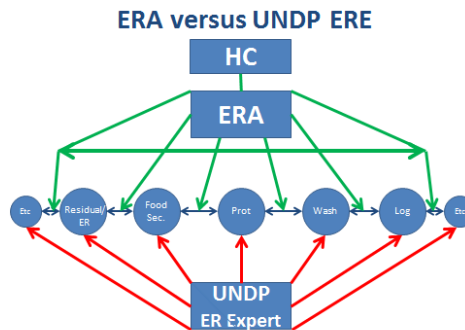
The ERAs will support the HC/RC to: i) ensure that the different clusters and sectors have increased coherence and synergies between the different policies, strategies, and actions; ii) support the engagement of the national actors where possible; iii) strengthen the synergies between humanitarian response activities on the one hand and stabilization activities on the other hand, i.e. through strengthening the synergies between the inter-cluster coordination mechanisms and the SSU; iv) advocate within the donor community to enhance timely and flexible financing of ER / RB work; v) support the development of strategies aiming at durable solutions for displaced people; vi) explore opportunities for

and support the development of joint-multi-sector-programmes; vii) carry out other tasks to be identified by the HCT.



**Role of the ER Experts / Specialist:**

The ER Experts and ER Specialist will: i) represent UNDP in the different clusters; ii) promote ER / resilience activities in UNDP’s current programming and scale up where needed; iii) strengthen capacities of local authorities on the planning and implementation of ER/ resilience support; v) explore opportunities for joint programmes to enhance community based ER and resilience building; and vi) assist in bridging the work on the humanitarian response side and the SSU in Goma, Bukavu and Kinshasa.



**5. Financing *modi operandi* to enhance a more fluid transition between humanitarian action and recovery.**

The response to an atypical situation requires *modi operandi* adapted to that situation. This is true for the way the humanitarian response is undertaken as well as for the way the response is financed. A vast majority of the workshop participants recognized the strong need to shift of gears in the response and that the response should be adapted geographically. It is no longer possible to consider the entire Eastern DRC as a situation that requires an exclusive focus on life-saving actions. The time-critical aspect of certain activities becomes increasingly important. Some places require an emergency relief response; other areas are conducive to community based resilience building, recovery, and stabilisation activities. Both approaches should be complementary.

**Pooled Fund**

Since 2013, the Pooled Fund also funds two year programmes. This allows humanitarian actors to enhance an increased integration of an ER and resilience based approach into the response. However, in order to avoid what has often happened in the past years, i.e. that good initiatives are not sustainable because of lack of continuity, the participants, and in particular the donors, recognized the need to think beyond the two-year time span. Will financing be available to continue the programme, or at least ensure that it can sustain once the two-year programme is completed? Will responders be asked to design an exit strategy, to ensure local capacity is built to ensure continuation of the work? These are reflections that should be taken into account.

In order to ensure that ER and resilience aspects are integrated in the two-year proposals submitted to the Pooled Fund, the actors consulted agreed that ER and resilience expertise would be welcome. That expertise will be provided by the ERAs in Kinshasa and Goma and through increased engagement of UNDP through the three ER Experts / Specialists who have been deployed.

However, even an increased integration of ER into the humanitarian response will not per se guarantee a smoother connection with the development financing. Therefore, Sweden has suggested to explore the possibility to establish a window under the Pooled Fund that would be financed with development financing to allow a continuation of activities funded with humanitarian financing to continue with development financing beyond the humanitarian response (**Recommendation 3, Annex 1**).

### **Coherence and complementarity**

In the current context of the DRC, it is recommended that the available funding is used in an optimal way, i.e. more strategically and across the different sectors and pillars. Therefore, the workshop participants agreed to explore how funding mechanisms such as the Pooled Fund and Stabilization basket fund can be complementary. DFID, SSU and OCHA agreed to take this action point forward (**Recommendation 5, Annex 1**).

### **Recommendation:**

- In order to increase the impact of the activities funded, donors and humanitarian actors alike could take the following into account before funding / implementing an activity:
  - Increase the coherence and complementary with other (ongoing) projects or joint programmes in the same area;
  - Consider synergies between projects and activities being planned and / or being implemented in the framework of the I4S;
  - Consider coherence with the *Plan d'Action Prioritaire* at the provincial levels;
  - Ensure that programs funded under the HAP are in coherence with the I4S and the strategies for the different pillars;
  - Ensure the integration of community based resilience building in the multi-annual projects to be submitted to the Pooled Fund and in other financing related decisions.
- ERA or UNDP ER Expert/ specialist to provide support to ensure the integration of an ER / resilience approach throughout the Pooled Fund process, i.e., from the proposal conception to the selection.

**6. Increased coherence between the different strategic pillars: Humanitarian – Stabilisation – Development.**

The participants in the workshop expressed the need for increased coherence and complementarity between the actions under the different pillars. It has therefore been agreed to identify one or two sectors in a given geographical location (town, district and province) for which a joint programmatic approach would be developed and jointly implemented. This would allow to pilot such an approach and to further fine-tune it based on lessons learned (Recommendation 4, Annex 1).

## Strategic Pillars

	HUMANITARIAN	STABILISATION	DEVELOPMENT
Strategic Document	Humanitarian Action Plan	STAREC/ I4S	PRSP
Lead	HC / OCHA	MONUSCO / SSU	Government / UNDP / WB
National level Coordination Structure	Inter-Cluster Coordination / HCT	Comité de Pilotage	Thematic Groupes
Decentralised Coordination Structure	Coordination Inter-Cluster / CPIA	Comité Technique Conjoint / SSU	Government

**Recommendation:**

- A two day retreat (Chatham house rules) to be organized to discuss in depth the kind offer/ resilience approach required for the DRC. Such a discussion should unpack and clarify the labels ‘humanitarian’, ‘ER’, ‘stabilisation’, of funding assumptions, and of agency/donor interests. This will help to define what is needed in the different geographical areas in 1-3-5 years. In a second phase, participants will compare existing plans, strategies, and ongoing activities in order to explore existing or missing coherences and synergies, in order to avoid a duplication of efforts. Such an exercise can be undertaken at different levels: similar seminars at the provincial level could be organized in preparation of a seminar at the national level. Such a process could be facilitated and guided throughout by professional strategic planners, possibly non-UN affiliated. In terms of timing, the exercise at the national level should take place, or at least be initiated, in April 2015.

**7. Durable Solutions for Displaced People - Decision of the Secretary General on Durable Solutions for Displaced people.**

A durable solutions strategy is currently being developed for North Kivu by amongst others UNDP and UNHCR. This will be accompanied by an IDP profiling exercise by the Joint IDP Profiling Service (JIPS) in the course of 2015. The outcomes of the IDP profiling will further inform the strategy and will allow to implement the strategy in a focused and targeted way. A joint JIPS UNDP-UNHCR scoping mission has been organized for April 2015, in order to identify the scope and specifics of the profiling exercise. The profiling

will be critical not only in terms of accurate numbers of displaced population groups, but also the socio-economic profile of IDPs, areas of origin and return etc.

**Recommendation:**

- Ensure that the DS strategy currently being developed for North Kivu is based on an inclusive process, in line with the Secretary-General’s Policy Committee decision, endorsing the Preliminary Framework on “Ending Displacement in the Aftermath of Conflict”<sup>1</sup> (Annex 2). The decision calls on Resident/Humanitarian Coordinators, to lead the development of a Strategy for Durable Solutions for IDPs and returning refugees, determining the most appropriate division of roles and responsibilities based on the Framework and the mandates of the respective agencies, and in consultation with national authorities and partners.
- Keep the Technical Working Group on Durable Solutions under the GCER informed.

**8. Cooperation with the national authorities.**

Participants to the workshop acknowledged that there is a strong need for increased engagement of the national, provincial, and local authorities in the coordination and implementation of the humanitarian response, in particular in areas with an increased focus on ER / RB, and RRR.

Whereas engagement with and from the national actors at the provincial level is promising, it remains a serious challenge at the national level.

**Recommendations:**

- Increased support for humanitarian and RB coordination capacity in the relevant state structures at the national and decentralized level.
- Increased investment in capacity building of provincial and local capacity through increased involvement of the provincial / local services in needs assessments and in the design and implementation of programmes.
- Support the authorities with the development and implementation of provincial government plans and strategies, such as the *Plans d’Action Prioritaire* at the provincial level, and take these plans and strategies into account, to the extent possible, in the design and implementation of programmes.
- The participants in the workshop agreed that it would be useful to make cross-reference to the different strategies in the documents produced by the humanitarian community (Humanitarian Action Plan), the Stabilisation Support Unit, and the government (PRSP, PAP). However, this will require the support of planning experts and is foreseen to be a time-consuming endeavor. It was agreed that this should be explored in the informal platform (**Recommendation 2, Annex 1**).



- The GCER is currently developing a multi-stakeholder module capacity building workshop format on integrating Early Recovery and Resilience Building into the humanitarian response. It has been suggested to pilot this in Kinshasa and Goma in the last quarter of 2015.

## **9. Interlocutors**

- UNDP CD, DCD, CO
- OCHA acting Head of Office
- Pooled Fund Manager
- Swedish Mission
- DFID
- Workshop participants (see workshop report to be produced by the UNDP CO)

## **Annex 1: Recommendations of the High Level Workshop on Early Recovery in DRC, 26 March 2015**

### **Key recommendations multi-stakeholder workshop on ER/ resilience (March 26, 2015)**

1. Immediate deployment of two ERA (Kinshasa and Goma), to support the HC / HCT with integration of ER/ resilience across the humanitarian response and strengthen linkages between humanitarian, stabilization, and development work. Advisors are expected to be on the ground latest end of April – early May;
2. To establish an (informal) platform for humanitarian, stabilization and development partners as well as key donors (DFID, Sweden) and one key NGO or civil society organization to share information across the different actors and coordination systems. The platform will be co-convened by UNDP and OCHA. First meeting to take place before end of April;
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4. Humanitarian, stabilization and development partners will collectively identify and implement joint programming initiatives for one or two sectors within a selected geographical area;
5. Explore how funding mechanisms such as the Pooled Fund and Stabilization basket fund can be complementary. DFID, SSU and OCHA agreed to take this action point forward;
6. SSU to include an analysis of humanitarian interventions in the 3 key priority zones selected under the I4S as a key criteria for project selection of proposals. Include a humanitarian representative in the selection of project proposals for the stabilization basket fund.

### **Recommandations essentielles de l'atelier sur le RI / Résilience (26 mars 2015)**

- 1) Le déploiement immédiat de deux Conseillers Relèvement Immédiat (Kinshasa – Goma), à fin d'appuyer le CH et le EHP avec l'intégration du RI / résilience à travers la réponse et à fin de renforcer les liens entre l'humanitaire, la stabilisation, et le développement. Il est prévu que les conseillers seront en RDC fin Avril-début mai.
- 2) Créer une plateforme (informelle) incluant des représentants de la communauté humanitaire, acteurs de stabilisation, des partenaires de développement ainsi que des bailleurs clés et une ONG ou organisation de la société civile, à fin de partager de l'information entre les différents acteurs et mécanismes de coordination. La plateforme sera co-facilitée par le PNUD et OCHA. La première réunion aura lieu avant la fin du mois d'avril.
- 3) Explorer la faisabilité de la mise en place d'une fenêtre spécifique pour les activités de relatées au développement et financées avec du financement de développement au sein du Pooled Fund, à fin d'appuyer la transition du RI vers des initiatives de développement (stratégie de sortie). La Suède sera le point focal pour l'élaboration de cette idée en laissant avec d'autres bailleurs à fin d'assurer leur

engagement.

4) Des acteurs humanitaires, de stabilisation et de développement identifieront et mettront en œuvre ensemble d'initiatives de programme conjointes Identifier un ou deux secteurs spécifiques dans une zone géographique limitée.

5) explorer dans quelle mesure les mécanismes de financement 'humanitaire' (Pooled Fund) et de 'stabilisation' (stabilisation basket fund) peuvent être complémentaires. DFID, UAS, et OCHA concrétiseront cette proposition.

6) l'UAS inclut l'analyse des interventions humanitaires dans les 3 zones prioritaires de stabilisation comme critère pour les appels à propositions. Inclure un représentant de la communauté humanitaire dans l'élaboration et la sélection des appels à proposition.

## Annex 2: SG Decision on Durable Solutions

United Nations

INTEROFFICE MEMORANDUM



Nations Unies

MEMORANDUM INTERIEUR

TO: Members of the Policy Committee  
A: Participants at the 4 October Policy Committee meeting  
(see distribution list)

DATE: 4 October 2011

REFERENCE:

THROUGH:

S/C DE:

FROM: The Secretary-General

DE:

SUBJECT: Decisions of the Secretary-General – 4 October meeting of the Policy Committee

OBJET:

A handwritten signature in black ink, appearing to read 'Ban Ki-moon', written over the 'DE:' field.

Unrestricted

**Decision No.2011/20 – Durable Solutions: Follow up to the Secretary-General's 2009 report on peacebuilding**

- i) The Secretary-General endorses the preliminary Framework on “Ending Displacement in the Aftermath of Conflict, “ which establishes priorities and responsibilities to support the delivery of durable solutions for internally displaced persons (IDPs) and refugees returning to their country of origin. (Action: EOSG)
- ii) At the country level: a) the Resident Coordinator/Humanitarian Coordinator (RC/HC) will lead the development of a Strategy for Durable Solutions for Displaced People, determining the most appropriate approach based on the Framework and in consultation with national authorities and partners; b) where present and appropriate, the inter-cluster group working on Early Recovery, together with the Protection Cluster, will be the coordination mechanism for durable solutions; and c) UNDP and UNHCR, in their capacities as global cluster lead agencies for Early Recovery and Protection, will provide necessary technical expertise to the RC through existing resources or surge capacity to support the development of the Strategy for Durable Solutions. (Action: Resident/Humanitarian Coordinators, CWGER, UNDP, UNHCR)
- iii) At the global level the Global Cluster Working Group on Early Recovery (CWGER), working with the Global Protection Cluster (GPC), will: a) support the coordination mechanisms for durable solutions established at country-level; b) ensure that Early Recovery advisors deployed to support in-country crisis response have the necessary expertise on durable solutions; c) develop guidance for the development of Durable Solutions Strategies;

and d) act as a repository for the Strategies and lessons learned, including on the most effective models of in-country coordination. The Peacebuilding Fund will consider requests for funding for the implementation of such Strategies, against its regular criteria and in countries which have been declared eligible. (Action: CWGER, PBSO)

- iv) The Framework and Strategies will be rolled out as follows: a) the CWGER, supported by the GPC, will disseminate the Framework to RC/HCs in all relevant contexts; b) UNDP and UNHCR, in consultation with national authorities, the CWGER, the Protection Cluster, and the RC/HCs concerned, will select three pilot countries that will develop and implement Strategies for Durable Solutions by December 2013; c) UNDP, UNHCR and OCHA, in consultation with the CWGER, will complete a joint review of the Framework, strategies, guidance, and progress by March 2014. (Action: CWGER, UNDP, UNHCR, relevant RC/HCs, OCHA)

\* \* \*

cc: Deputy Secretary-General

Mr. Nambiar

Mr. Kim

Mr. Akasaka

Ms. Amos

Ms. Bachelet

Ms. Clark

Mr. Duarte

Mr. Ladsous

Ms. O'Brien

Ms. Pillay

Mr. Pascoe

Mr. Sha

Ms. Coomaraswamy

Mr. Guterres

Ms. Cheng-Hopkins

Mr. Orr