

Integrating Humanitarian Reform in Regional Response Operations

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Wednesday December 10, 2008

3rd Caribbean Conference on Comprehensive Disaster Management
Session 5: Effective and Appropriate Response Operations
in the Context of Humanitarian Reform

Presentation Overview

- Changing disaster management landscape (global/regional)
- UN Humanitarian Reform
- Response Operations in CDERA Participating States
- Towards Developing a Common Agenda
- Points to Ponder
- Integrating/interfacing global, regional and national preparedness, response and relief systems
- The Way Forward

Changing Global Disaster Management Landscape

- Global trends:
 - International Decade for Natural Disaster Reduction (1990-2000)
 - Redefining disasters and emergencies: shifting priorities (sparked by 9/11 event in 2001)
 - Adoption of the Hyogo Framework of Action (2005)
 - **United Nations Humanitarian Reform (2005)**

Changing Caribbean Disaster Management Landscape

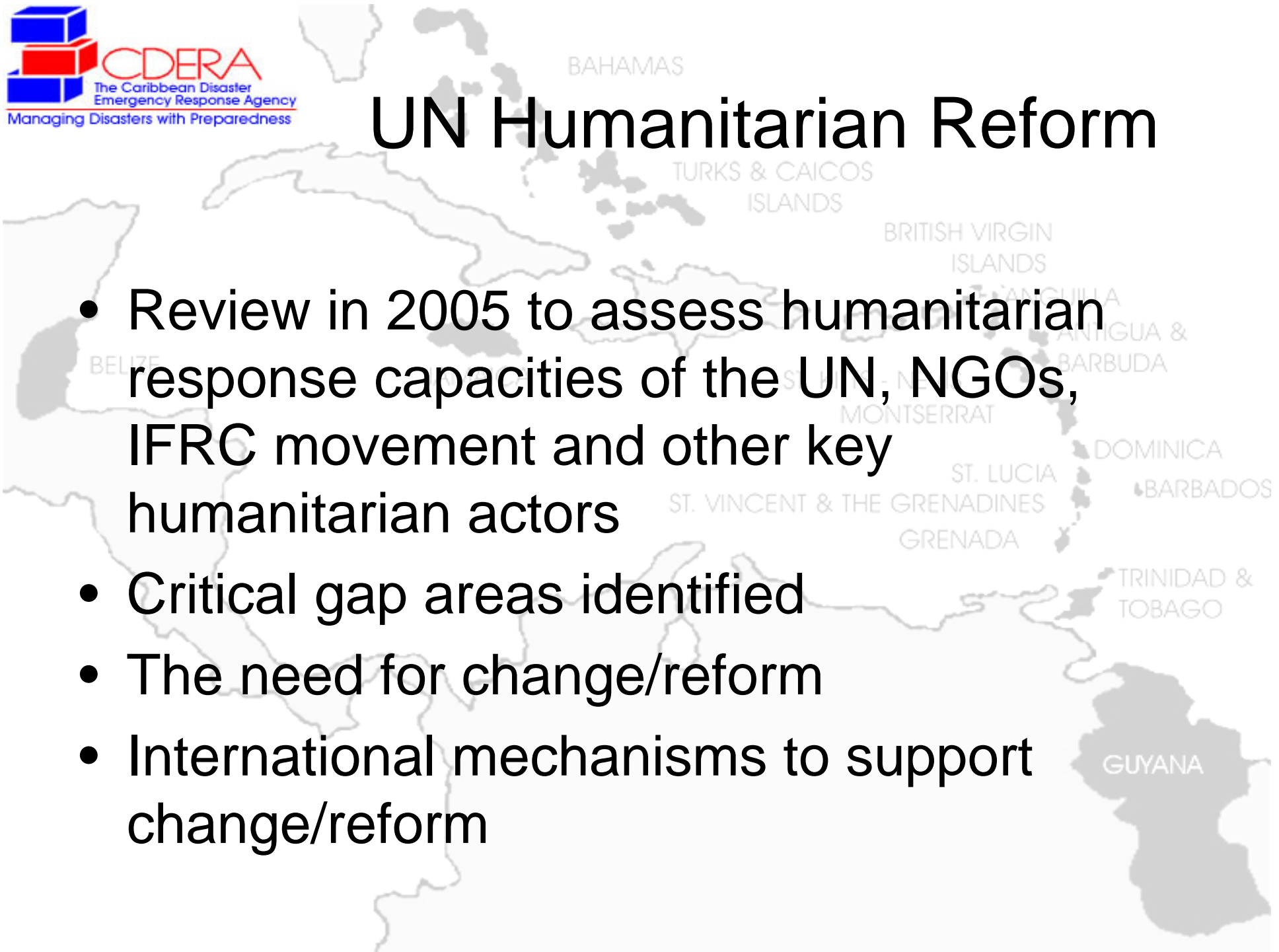
- Regional Trends:
 - Growing decisive action at the regional level
 - Evolution from improvisation and largely adhoc response to systematic disaster preparedness and response (1960s-1990s)
 - Dedicated and more advanced disaster management institutions at the regional and national levels (CDERA (1991) and NDOs)
 - Movement towards and adoption of Comprehensive Disaster Management (Strategy and Results Framework developed 2001, revised in 2006)

Making Connections

- Regional trends parallel global trends
- Global trends inevitably have implications for DM systems and institutions in the Caribbean
- Potential impact of global humanitarian changes is both negative and positive
- The need for greater dialogue among regional stakeholders and international partners

UN Humanitarian Reform

- Review in 2005 to assess humanitarian response capacities of the UN, NGOs, IFRC movement and other key humanitarian actors
- Critical gap areas identified
- The need for change/reform
- International mechanisms to support change/reform



Global Humanitarian Changes and Associated International Mechanisms

<i>Humanitarian Issue(s)</i>	<i>Change/Reform</i>	<i>International Mechanism(s)</i>
1. Insufficient leadership and accountability	United Nations Humanitarian Reform (2005)	Cluster Approach
2. Inadequate capacity	” “	“ “
3. Erratic Coordination/ inefficient response	United Nations Humanitarian Reform (2005)	Humanitarian Coordinators (HCs and RCs)
4. Competitive funding environment	Changes in humanitarian funding patterns, United Nations Humanitarian Reform (2005)	CERF, ERF, GHD, CAP, NAF
5. Inconsistent donor policies	United Nations Humanitarian Reform (2005)	Partnerships (humanitarian partners, UN, NGOs, IFRC, other international organizations)
6. Limited linkages between UN and non-UN actors	United Nations Humanitarian Reform (2005)	Humanitarian Charter and Minimum Standards
7. Emergence/proliferation of new humanitarian actors	“ “ “	The revised International Health Regulations
8. Vulnerability of affected populations	Sphere Project (1997), the adoption of universal minimum standards for humanitarian assistance	Oslo Guidelines
9. Increasing reliance on the use of foreign military and civil defence assets in international disaster response	Update of Oslo Guidelines	Other International Disaster Response Laws, Rules and Principles



UN Reform Agenda:

4 Key Areas/Pillars

Pillars of UN Humanitarian Reform

HUMANITARIAN REFORM

CLUSTER APPROACH

- 11 Cluster leads

1

HUMANITARIAN COORDINATORS

- Humanitarian Coordinators
- Resident Coordinators

2

HUMANITARIAN FINANCING

- CERF
- ERF
- GHD
- CAP
- NAF

3

PARTNERSHIP

- UN agencies
- Humanitarian partners
- NGOs
- IFRC

4

Response Operations in CDERA Participating States

- Primary mechanism used:
- **The Regional Response Mechanism (RRM)**. This is an arrangement for the coordination of disaster response among CDERA Participating States, Regional and International Agencies.
- It seeks to deliver speedy response and effective and efficient use and management of resources

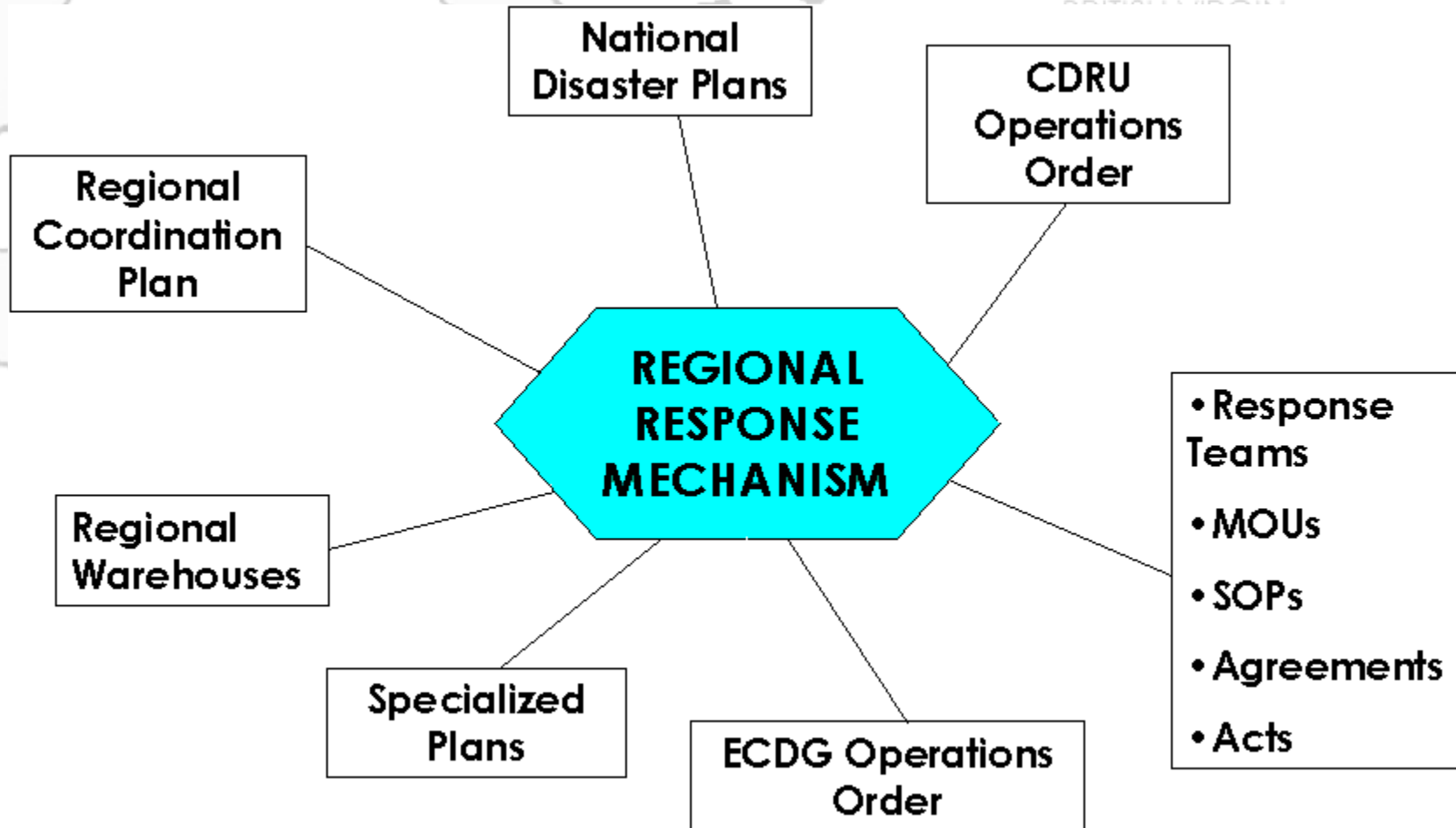
The Regional Response Mechanism: An Overview

- The RRM is:
 - A number of Plans, Procedures & Guidelines &
 - A group of Response Units, agencies and organizations
 - A collection of Agreements, Memorandum of Understanding and Protocols
- Executed by the CDERA Coordinated Unit on behalf of CDERA Participating States

Components of the Regional Response Mechanism

- The Regional Coordination Centre (RCC)
- The Regional Coordination Plan (RCP)
- The Regional Telecommunications Plan
- Response Teams
 - The CARICOM Disaster Relief Unit CDRU Operations Order
 - The Rapid Needs Assessment Team (RNAT) Operations Order
- The Eastern Caribbean Donor Group (ECDG) Ops Order
- National Disaster Plans, Specialized Plans, etc.
- Regional Warehouses
- MOU, Acts, SOPs

The Regional Response Mechanism



Relief Coordination in the Caribbean – A Call for Change

- 2004 – very challenging year as the region experienced earthquakes, mudslides floods and multi-island impacts (Hurricane Ivan) during the hurricane season with some countries being impacted twice
- Lessons:
 - Need for a responsive, strengthened and coordinated institutional framework
 - Need for integrated approach to relief management
- Call for system-wide review/ revamping and transformation of instruments and policies for disaster response and relief coordination
- Caribbean Disaster Relief Unit (CDRU) review of its 2004 operations

Outcome: Model Integrated Relief Programme (MIRP)

- Consultative approach (regional and national levels)
- Development of:
 1. Model Integrated Relief Policy
 2. Model Integrated Relief Plan
- Foundation for the development of national relief programmes
- Principle:
 - Multi-agency response effort led by NDO or lead agency for relief management and supported by all gov't agencies, private and non-government sectors



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GRENADA
TRINIDAD & TOBAGO
GUYANA
BELIZE

Towards Developing a Common Agenda

National/Regional/Global

National Level Coordination

- The National Disaster Offices (umbrella network of units and authorities concerned with various aspects of DM) are responsible for national coordination:
 1. Through the EOC, provides centralised coordination and control of emergency/disaster response and relief operations
 2. Collaborates with local, regional and international gov't and non-gov't institutions in provision of relief assistance
 3. Ensures efficient movement of supplies
 4. Ensures efficient assimilation and dissemination of disaster information
 5. Enters into MOU with owners and suppliers of critical infrastructure

Regional Level Coordination

- CDERA is responsible for regional coordination. CDERA's main function:
 1. To make an immediate and coordinated response to any disastrous event affecting any Participating State, *once the state requests such assistance*
- Other functions include:
 2. Securing, collating and channelling comprehensive and reliable information on regional disasters to interested governmental and non-governmental organizations;
 3. Mitigating or eliminating, as far as possible, the consequences of disasters affecting PS;
 4. Promoting the establishment, enhancement and maintenance of adequate disaster response capabilities in PS; and
 5. *Mobilizing and coordinating disaster relief for affected PS from governmental and non-governmental organizations*

Global Level Coordination

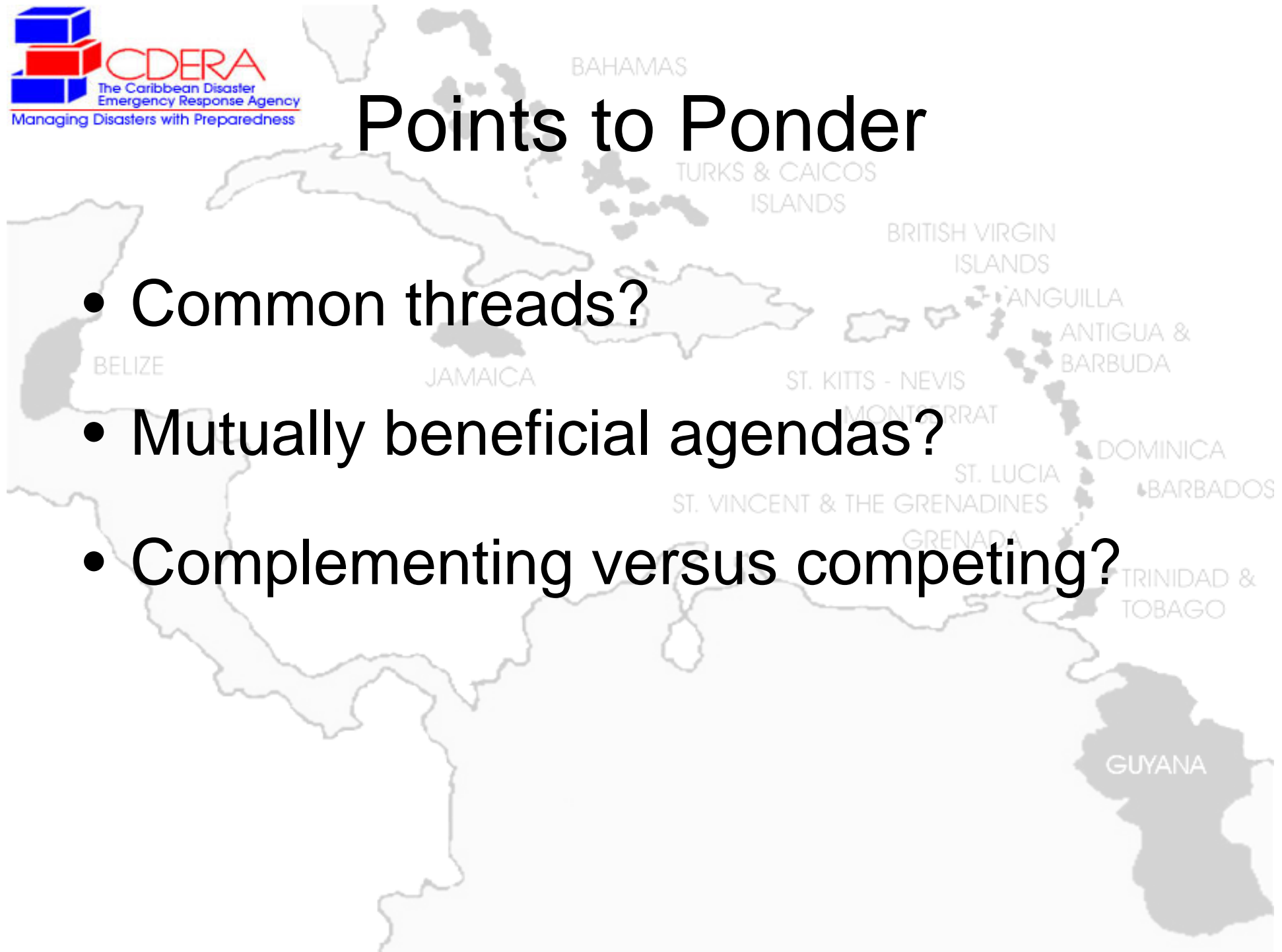
- United Nations agencies are recognised as lead for coordination among the international community.
- Objective of humanitarian reform:

*“Humanitarian reform seeks to **improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership.** It is an ambitious effort by the international humanitarian community to reach more beneficiaries, with **more comprehensive needs-based relief and protection, in a more effective and timely manner.**”*

Source: <http://www.humanitarianreform.org>

Points to Ponder

- Common threads?
- Mutually beneficial agendas?
- Complementing versus competing?



Humanitarian Reform: Potential Benefits vs. Current Issues

HR Pillar	Potential Benefits	Current Issues
Cluster Approach	<ul style="list-style-type: none"> • Predictable Leadership • Increased collaboration among UN Clusters • Increased Accountability • Improved Coordination and Prioritization of Response Actions • Global Capacity Building 	<ul style="list-style-type: none"> • Transfer of leadership from the national level to a donor driven international system • External structures headed by UN agencies may assume roles well beyond coordination and displace local orgs. • Confusion and differing interpretations of cluster approach • Sometimes weak link between global cluster and national cluster .ie. roles not clearly defined • Need for more dialogue with non-UN agencies

Humanitarian Reform: Potential Benefits vs. Current Issues

HR Pillar	Potential Benefits	Current Issues
Humanitarian Coordinators	<ul style="list-style-type: none"> • More strategic responses 	<ul style="list-style-type: none"> • Subject to the influence of personalities • Inadequate training/skills (leadership)

Humanitarian Reform: Potential Benefits vs. Current Issues


HR Pillar	Potential Benefits	Current Issues
<p>Humanitarian Financing</p>	<ul style="list-style-type: none"> • Adequate, timely and flexible financing • Better prioritization of available resources 	<ul style="list-style-type: none"> • Lack of access to external relief funds by gov'ts of disaster affected countries • Current procedures of CERF and other pooled funding may marginalize nat'l authorities • Lack of knowledge/understanding of funding mechanisms

Humanitarian Reform: Potential Benefits vs. Current Issues

HR Pillar	Potential Benefits	Current Issues
<p>Partnerships</p>	<ul style="list-style-type: none"> •Partnership in all sectors or areas of activity 	<ul style="list-style-type: none"> •Nat'l govt's not explicitly mentioned as part of partnership grouping

Other Issues

- Response to smaller scale, repetitive events below international radar
- Humanitarian reform perceived as mechanism of UN and not of national and regional actors
- National authorities not sufficiently aware of potential benefits and unintended consequences of global humanitarian changes including humanitarian reform
- Potentially negative impact on national institutions where humanitarian reform is implemented without consultation or adjustments
- Emphasis on immediate external response with short term donations may overshadow the need for increased longer term efforts in risk reduction and national preparedness



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Integrating/Interfacing of Global, Regional and National Preparedness, Response and Relief Systems

Pillars of UN Humanitarian Reform

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- Eleven
(11)
Cluster
leads

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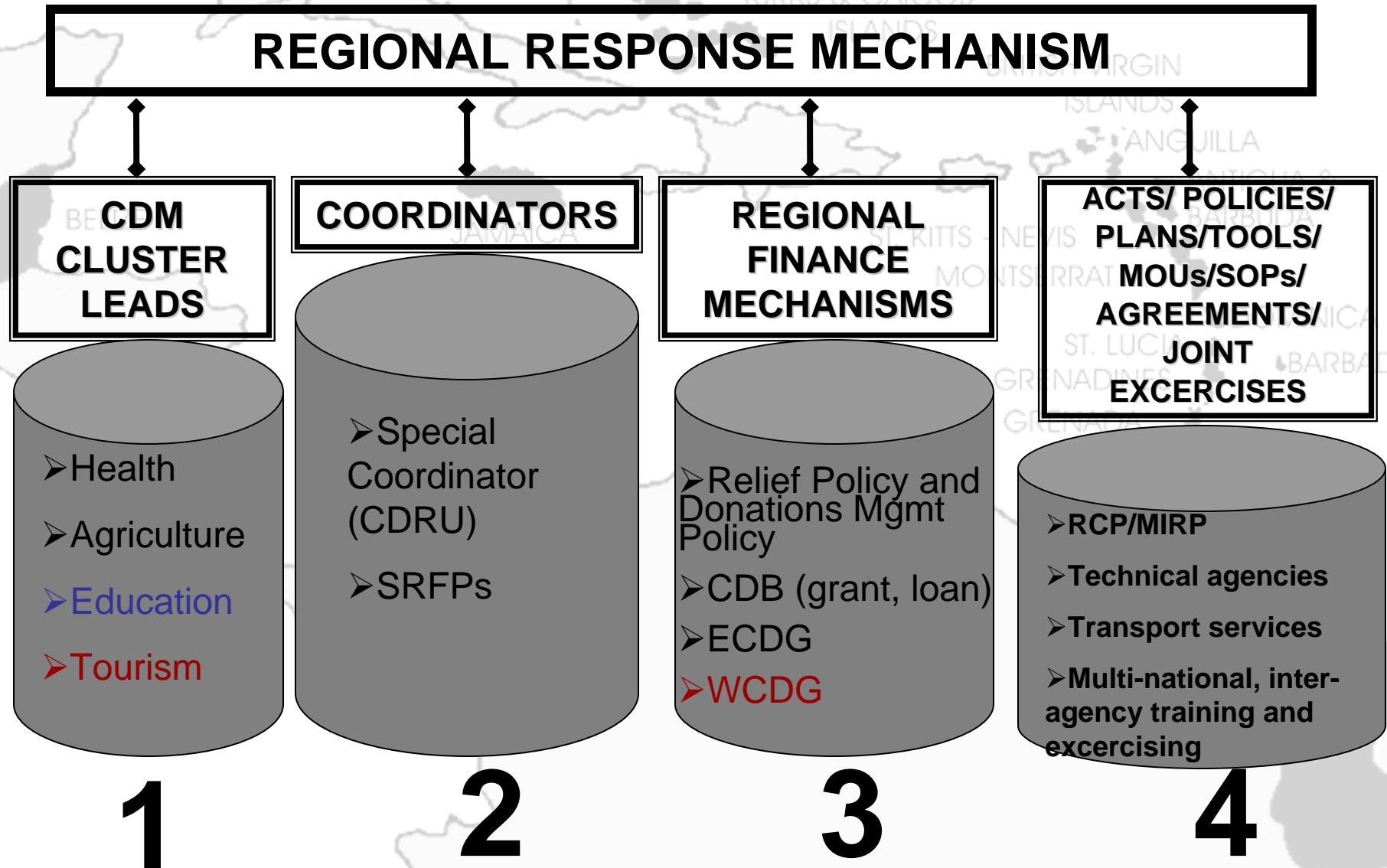
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PARTNERSHIP

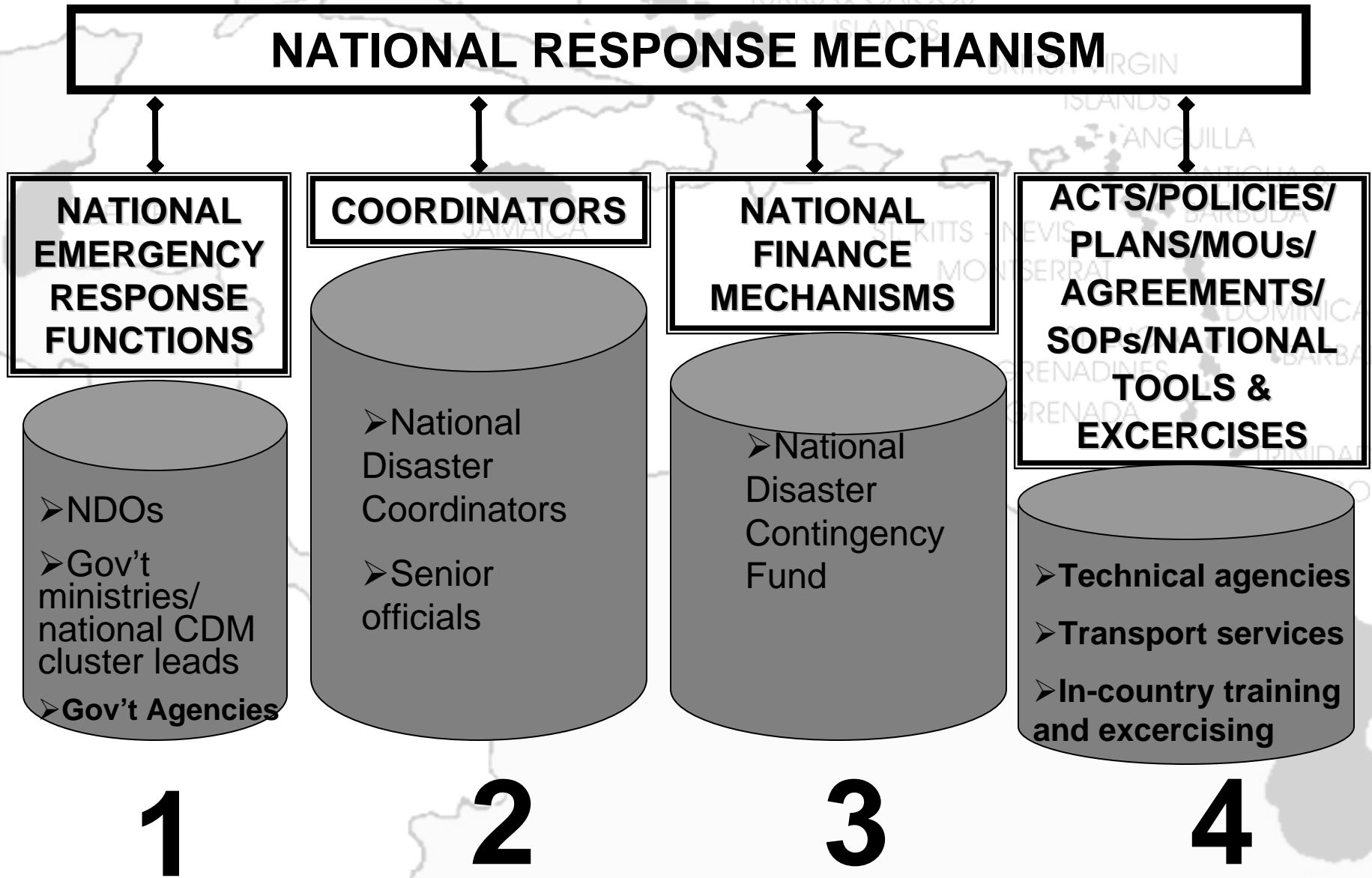
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4

Pillars of the RRM



National Response Mechanism



Integrating/Interfacing of 3 Systems

	GLOBAL LEVEL	REGIONAL LEVEL	NATIONAL LEVEL
Cluster Leads	<ul style="list-style-type: none"> • Eleven (11) Cluster leads 	<ul style="list-style-type: none"> • CDM Cluster Leads: <ul style="list-style-type: none"> – Health – Agriculture – Education – Tourism 	<ul style="list-style-type: none"> • NDOs • Gov't ministries/national CDM cluster leads • Gov't Agencies
Coordinators	<ul style="list-style-type: none"> • Humanitarian Coordinators • Resident Coordinators 	<ul style="list-style-type: none"> • Special Coordinator (CDRU) • SRFPs 	<ul style="list-style-type: none"> • National Disaster Coordinators • Senior officials

Integrating/Interfacing of 3 Systems

	GLOBAL LEVEL	REGIONAL LEVEL	NATIONAL LEVEL
FINANCING	<ul style="list-style-type: none"> •CERF •ERF •GHD •CAP •NAF 	<ul style="list-style-type: none"> •Relief Policy and Donations Mgmt Policy •CDB (grant, loan) •ECDG •WCDG 	<ul style="list-style-type: none"> • National Disaster Contingency Fund
PARTNER-SHIPS	<ul style="list-style-type: none"> •UN agencies •Humanitarian partners •NGOs •IFRC 	<ul style="list-style-type: none"> •MIRP •Technical agencies •Transport services •Multi-national, inter-agency training and exercising 	<ul style="list-style-type: none"> •Technical agencies •Transport services •In-country training and exercising

The Way Forward

- **Sustained dialogue** between regional and international stakeholders in common fora
- **Comprehensive training package** on all instruments available to assist govt's



