Cluster Familiarization Workshop
for
Government of Indonesia
26 February 2014

Introduction to Cluster System
Objectives

• How and why clusters were created?

• What is the global and country-based cluster system?

• What tools are available to clusters?

• What are cross cutting issues?

• OCHA’s role in supporting clusters
Why Understand UN Humanitarian System?

- Multiple responders environment – you are not alone
- Your organization is irrelevant for the affected
- International response follows established procedures
- Varying sizes of UNCTs (AP Region: 8-10-14/2)
- UNDAC/other tools as a resource for RCs/HCs, HCTs/UNCTs and a channel for delivering UN system assistance
- Limited humanitarian space/access
- The way for doing business today – clusters
- Complexity brought by disasters – regional impact
The six standing coordination mechanisms in use are:

- the Emergency Relief Coordinator
- the Inter-Agency Standing Committee
- the Consolidated Appeal
- the Central Emergency Response Fund
- the UN Resident Coordinator/Humanitarian Coordinator
- the Office for the Coordination of Humanitarian Affairs

Together they constitute the basic architecture for coordinating emergency humanitarian assistance.
OCHA’s Role:

- Within this overall context, the role of OCHA is both complex and straightforward.

- Its role is complex because, unlike the mandates of some organizations, ours is not set forth in a single document produced or endorsed by a single executive board.

- While General Assembly Resolution 46/182 is often referred to as OCHA’s mandate, it cannot be read in isolation from numerous subsequent resolutions regarding humanitarian assistance produced by the General Assembly, the Security Council, and ECOSOC, or decisions taken by the Secretary-General in his capacity as administrator of the Secretariat.

- These resolutions and decisions set forth an evolving list of fields in which we should work, issues that we should tackle, activities that we should undertake, functions we should perform, services we should prove and products we should offer.

- Reduced to their absolute essence, however, the role created by these resolutions and decisions is straightforward. OCHA’s role is to help the ERC make the international humanitarian system work better. This is our core business, and it’s a role we embrace because a better humanitarian system saves more lives.
The Humanitarian System:

- The ERC and OCHA are also part of a wider realm of international humanitarian organizations.

- Some of these organizations have specific mandates given to them by international treaties, such as the International Committee of the Red Cross. Others have specific mandates given to them by UN Member States through UN resolutions, such as the UN Children’s Fund or the World Food Program. The vast majority however, are non-governmental organizations that determine their own mandate, purpose and focus.

- Generally, all claim to abide by humanitarian principles, in particular: humanity, neutrality and impartiality.

- Within this largely informal realm, some humanitarian organizations have formed coalitions and consortia to aid their humanitarian missions. The following are three of the most well-known: the American Council for Voluntary International Action (InterAction), the International Council of Voluntary Agencies (ICVA), and the Steering Committee for Humanitarian Response (SCHR)
Main Partners:

Within the informal, humanitarian system, OCHA’s main partners include:

A number of UN agencies:
- UNICEF
- UNHCR
- WFP
- WHO

International Organizations (est. by treaties):
- International Committee of the Red Cross (ICRC)
- International Federation of Red Cross and Red Crescent Societies (IFRC)
- International Organization for Migration (IOM)

Non-governmental organizations:
- Care International
- Danish Refugee Council
- Médecins Sans Frontières,
- Norwegian Refugee Council
- Oxfam
- Save the Children
- World Vision International

And NGO consortia:
- InterAction
- ICVA
- SCHR
## Inter-Agency Standing Committee (IASC)

Composed of NGO consortia, Red Cross and Red Crescent Movement, IOM, World Bank and UN agencies

### Full Members
- Food and Agricultural Organisation (FAO)
- Office for the Coordination of Humanitarian Affairs (OCHA)
- United Nations Development Programme (UNDP)
- United Nations Population Fund (UNFPA)
- United Nations High Commissioner for Refugees (UNHCR)
- United Nations Children’s Fund (UNICEF)
- World Food Programme (WFP)
- World Health Organisation (WHO)

### Standing Invitees
- International Committee of the Red Cross (ICRC)
- International Council of Voluntary Agencies (ICVA)
- International Federation of Red Cross and Red Crescent Societies (IFRC)
- American Council for Voluntary International Action (InterAction)
- International Organisation for Migration (IOM)
- Office of the High Commissioner for Human Rights (OHCHR)
- Office of the Special Representative of the Secretary General on the Human Rights of Internally Displaced Persons (RSG on HR of IDPs)
- Steering Committee for Humanitarian Response (SCHR)
- World Bank (World Bank)
FOUR PILLARS - HUMANITARIAN REFORM

**CLUSTER APPROACH**
Adequate capacity and predictable leadership in all sectors

**HUMANITARIAN COORDINATORS**
Effective leadership and coordination in humanitarian emergencies

**HUMANITARIAN FINANCING**
Adequate, timely and flexible financing

**PARTNERSHIP**
Strong partnerships between UN and non-UN actors
Clusters

To ensure that sufficient capacity is built and maintained in critical areas of humanitarian work, and that humanitarian responses are more predictable, accountable and strategic, the IASC put in place a standard coordination system called the cluster approach. The cluster approach clarifies the division of labor among organizations and defines their roles and responsibilities within 11 areas of humanitarian activity.

<table>
<thead>
<tr>
<th>Sector or Area of Activity</th>
<th>Global Cluster Lead</th>
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<tbody>
<tr>
<td>1. Agriculture</td>
<td>FAO</td>
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<td>2. Camp Coordination/Management</td>
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<td>IDPs (from conflict)</td>
<td>UNHCR</td>
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<tr>
<td>Disaster situations</td>
<td>IOM</td>
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<tr>
<td>3. Early Recovery</td>
<td>UNDP</td>
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<td>4. Education</td>
<td>UNICEF / Save The Children - UK</td>
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<td>5. Emergency Shelter</td>
<td>UNHCR</td>
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<tr>
<td>IDPs (from conflict)</td>
<td>IERC (Convener)*</td>
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<td>Disaster situations</td>
<td></td>
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<td>6. Emergency Telecommunications</td>
<td>OCHA / UNICEF / WFP</td>
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<td>7. Health</td>
<td>WHO</td>
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<td>8. Logistics</td>
<td>WFP</td>
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<td>9. Nutrition</td>
<td>UNICEF</td>
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<td>10. Protection</td>
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<tr>
<td>IDPs (from conflict)</td>
<td>UNHCR</td>
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<tr>
<td>Disasters/civilians affected by conflict (other than IDPs)**</td>
<td>UNHCR / OHCHR / UNICEF</td>
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</table>
| 11. Water, Sanitation and Hygiene | UNICEF |** UNHCR is the lead of the global Protection Cluster. However, at the country level in disaster situations or in complex emergencies without significant displacement, the three core protection-mandated agencies (UNHCR, UNICEF and OHCHR) will consult closely and, under the overall leadership of the HC/RC, agree which of the three will assume the role of Lead for protection.

* IERC has made a commitment to provide leadership to the broader humanitarian community in Emergency Shelter in disaster situations, to consolidate best practice, map capacity and gaps, and lead coordinated response. IERC has committed to being a “convener” rather than a “cluster lead”. In an MOU between IERC and OCHA it was agreed that IERC would not accept accountability obligations beyond those defined in its Constitutions and own policies and that its responsibilities would leave no room for open-ended or unlimited obligations. It has therefore not committed to being ‘provider of last resort’ nor is it accountable to any part of the UN system.

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OCHA and Clusters

• OCHA’s role is to provide overall guidance and monitoring of the process at the global and country levels.

• At the country level, OCHA is also responsible for inter-cluster coordination, in which OCHA ensures that cluster meetings are taking place and that RC/HCs and HCTs are advised on the effective running of the clusters. OCHA also ensures linkages between government and all relevant partners, such as NGOs, and clusters.
OCHA Response Tools & Mechanisms

- 24 hours duty system
- Reliefweb, IRIN, HIC
- Emergency Cash Grants, FA, CAP, CERF, CHF/ERF
- Environmental Emergencies Section
- Register of DM Capacities
- Surge Roster & Associate Surge Roster
- Regional CMC, IM staff
- RDRAs and Field Offices
- UNDAC Teams
- UNDAC Support Modules (IHP, APHP, stand-by partners)
- OSOCC, VOSOCC
- International USAR Teams
- Humanitarian Reform
- Brindisi Warehouse/Access to Regional Warehouses
- Capacity to Expand/Shrink as required (IARRM)
OCHA Tools and Services - “First hours”

Local rescue activities
Global Disaster Alert Coordination System
OCHA Duty Officer
+41 22 917 2010

UNDAC Team
Operational information
Activation of OTF

USAR Teams
INSARAG Guidelines

Hazard identification tool

« Announcing the emergency »

Tropical Cyclone Nargis – Myanmar – 02 May 2008

List of Hazards

Location | Event | Probability | Damage

Activates Quick Lookup System

Hazards identification tool

UNDAC Team

Operational information

Activation of OTF
On-Site coordination
UNOSAT satellite imagery
Media messaging
Activation of cluster system
Humanitarian financing
OCHA Surge staff
Environnemental experts
Field Mapping
OCHA Tools and Services - "First days"
Civil Military coordinators
Emergency funding
Telecomms cluster
Civil Military coordinators
ESF
2010
Central Register

OCHA Tools and Services – “First weeks”

- Global Mapping
- Emergency stockpiles
- Customs agreement
- Humanitarian Coord.
- Humanitarianinfo.org
- Financial tracking
- OCHA Expertise - Protection - Gender - Policy - Information management - Coordination - Assessment
- Ressource mobilisation
- NGO coordination support
- Environmental module
- Airfield handling
- Needs Assessment
- Common services
Cluster Arrangement in Indonesia

**Cluster/Sector**
- Agriculture
- Early Recovery
- Education
- Emergency Shelter
- Food & Nutrition
- Health
- Logistics
- Emergency Telecomms
- Child Protection and SGBV sub-clusters
- Water, Sanitation & Hygiene

**Cluster Leads**
- Agriculture: FAO
- Early Recovery: UNDP
- Education: UNICEF & Save the Children
- Emergency Shelter: IFRC (Convenor)
- Food & Nutrition: WFP & UNICEF
- Health: WHO
- Logistics: WFP
- Emergency Telecomms: WFP
- Child Protection and SGBV: UNICEF and UNFPA
- Water, Sanitation & Hygiene: UNICEF
Responsibilities - Cluster Leads at the country level

Sector/cluster leads at the country level are accountable to the Humanitarian Coordinator for facilitating a process at the sectoral level aimed at ensuring the following:

- Inclusion of key humanitarian partners
- Establishment of appropriate coordination mechanisms
- Coordination with national/local authorities, local civil society and other relevant actors
- Participatory and community-based approaches
- Attention to priority cross-cutting issues
- Needs assessment and analysis
- Emergency preparedness
- Planning and strategy development
- Application of standards
- Monitoring and reporting
- Advocacy and resource mobilization
- Training and capacity building
- Provision of assistance and services as a last resort
Cluster Approach in Indonesia

• Was activated during Yogyakarta earthquake in 2006 and West Sumatra earthquake in 2009. All clusters except Camp Coordination and Camp Management has been activated.

• Contingency Planning using cluster approach. Scenarios: large impact disaster with international assistance, medium impact with international assistance and medium impact when GoI welcomes in-country assistance.

• Inter-Cluster preparedness Plan was developed in 2012.
Questions?