

AAP-PSEA Interagency Coordination to the Haiyan Typhoon Response

Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse

End of first mission report, Nov 16 – December 13, 2013



Background

On November 8, 2013, a super typhoon (category 5) “Haiyan” (local name “Yolanda”) made landfall in the Philippines with devastating effect and left in its wake destruction of unimaginable proportion to both public and private infrastructure. Roads, bridges, buildings, communication facilities, power and water supply, were partially destroyed thereby limiting access and hindering humanitarian response. On the basis of a report dated November 11, 2013 from DSWD, a total of 9.84 million people (2.1 million families) were affected by the impact of the super typhoon Haiyan. The emergency was categorised as Level 3, requiring system-wide mobilization in response.

It was agreed that the IASC’s high level commitments on accountability to affected populations (AAP) through the Transformative Agenda should be operationalized at the earliest possible moment. An interagency AAP coordinator was seconded to OCHA from WFP and deployed for an initial one month period on November 16, charged with establishing a rapid response on AAP and prevention of sexual exploitation and abuse (PSEA), and to create a close working relationship with

OCHA's Communicating with Communities (CwC) programme. Soon after, the Emergency Directors Group was tasked by the Inter-Agency Standing Committee Principals to draft an AAP work plan for each level of the response. This work plan was endorsed on November 28 and it was agreed that further Philippines-based AAP coordination would be needed to support the HC in the implementation of the work plan, in order to ensure successful reporting on outcomes over the course of the response.

The key objective of the initial deployment was to:

Provide technical leadership and support on AAP programming and approach to the Humanitarian and Deputy Humanitarian Coordinator, cluster leads and HCT members to fulfil their commitments as articulated in the IASC CAAP through close collaboration with humanitarian actors and building on existing resources.

The broad plan of approach was outlined as follows:

- Establish liaison and information access between relevant networks,
- Make an assessment of the highest priority accountability issues of the response and the most effective and strategic means to address those,
- Begin offering immediate consultation and support,
- Propose the scope of further capacity, and, provide a handover

See Annexe 1 for a detailed breakdown of the ToRs and results against each action point

Outcomes

This intervention represented the earliest an identified AAP role has been deployed in a major humanitarian response, and the first time an overarching coordination role has been created. The significance of this included that:

- AAP and PSEA were on the agenda from the very early stages of the response, including through the clusters and therefore the potential for inputting to decision making was improved. The value of having dedicated expertise available to provide this input with clarity was demonstrated through the ongoing demand for input and advice through many quarters.
- For the first time, projects that were either specifically oriented to AAP, CwC and PSEA, or which had strong elements of any or all, were included in the revised appeal, including enabling the development of interagency, common service projects that have the potential to take service delivery to a new level of coordination and resource efficiency
- Within the first few weeks, agencies and clusters were able to make rapid adjustments to programming based on the resources provided through the joint work of AAP and CwC, including, for example, findings of community consultations and analysis of feedback to the Internews radio station. A number of agencies provided feedback that these inputs were appreciated and had influenced their decisions and protocols, for example, UNFPA included radios in their NFI kits, FAO incorporated recommendations in their distribution protocols, HelpAge International addressed the issue of desperate lack of underwear for elderly women and men, and ActionAid identified a role for coordinating information and feedback that was supported and informed by the reports.
- Through the efforts of the OCHA CwC team and many members of the CDAC Network, it was demonstrated that addressing the communication, information and connectivity needs of communities is a clear first line priority in any humanitarian response, and additionally, that the quality of this approach is enhanced by an AAP lens that encourages community involvement at a deeper level, clear problem definition, consideration of cross cutting issues according to gender, age, diversity and protection, and greater follow through and response to two-way communication.

- The natural liaisons with gender, GBV, protection, CwC and other cross cutting issues such as aged care and disability rapidly became clear as the AAP role allowed for a more coherent advocacy across the board for the broad spectrum of issues that address the differential needs and experience of the women, men, girls and boys affected by the disaster. In supporting and linking up the people-focussed cross cutting issues, AAP really comes into its own, reducing the burden of competing demands upon the time of humanitarian responders, providing analysed and processed information ready to be used and applied, and providing a clear framework for the provision of quality services to all segments of affected communities.

Outputs

- Pilot and design of a community consultation method aiming to augment the limited reach of rapid assessment methodologies, ensuring that the voices and input of each segment of the affected communities is accessible to humanitarian actors throughout the response, providing a means by which the response can be continuously adjusted and tailored to meet the actually identified needs of all groups, including the most vulnerable and marginalised
- Release of the first consultation report, highlighting the experience and input of elderly men and women, and teenage girls and boys living in evacuation centres.
- A close engagement between AAP and CwC approaches, producing a circular link between messaging, information needs analysis, communications capabilities, deficits and responses, community feedback and acting on that feedback. Collaboration included on the consultation project and in bringing together local NGOs and civil society actors to facilitate their improved engagement with the broader humanitarian action.
- Development and release of a typhoon response specific code of conduct on the prevention of sexual exploitation and abuse of typhoon survivors by anyone associated with the provision of humanitarian relief, linked with a statement on accountability commitments
- Development of the first common service project on AAP that will support ongoing development and evolution of the community consultation and feedback project, establish 4 regional information and complaints referral hotlines, and ensure that communities are aware of their rights and to what they can hold the humanitarian community to account.
- Release of an issues paper on information provision and corruption utilising community consultation and feedback received through Radio Backdaw in Guiuan.
- Spotlight on the potential for AAP to provide an overarching framework for the support and profile of cross cutting issues related to the people affected by the typhoon. The closest liaison established with gender, GBV, protection, food security and agriculture and with agencies specialising in the elderly, people with disabilities and with young people, in addition to the CwC group.
- Ongoing partnerships negotiated with the LWR quality and accountability team, and the Asian Disaster Reduction and Response Network (ADRRN) to link up grass roots accountability work with the higher level coordination, to augment and support both roles.
- General raised awareness and receptivity to the concepts of AAP across the humanitarian community, with a greater understanding of the potential for AAP to augment the quality of the response, and availability of support and advice to actors on how to integrate it within their programming.
- Creation of PSEA and AAP focal point contact lists for further development of coordination role
- Rapid availability of ad hoc advice, support and input on AAP, at all levels of the response

Priority actions for the next phase, in conjunction with the ToRs

- Ensure the continuation of the FGD project, providing support and coordination for community consultation efforts across NGOs wishing to participate, as an interim measure until it is incorporated into the common service project
- Re-establish partnership with the CwC team
- Establish relationship with Plan project manager and UNDP as hosting agency of the common service project, to support its development. Provide external coordination between partners to ensure roles are clear and both partners are satisfied with the arrangements
- Liaise with OCHA CwC staff and managers of the CwC project to support AAP sensitivity within that project and to provide expert consultation
- Facilitate liaison between IOM and the Plan project to facilitate benefiting from IOM's offered expertise in the area of technological approaches to the hotline
- Work with LWR quality and accountability team to maintain and make the best use of the AAP focal point mailing list for the establishment of a virtual working group. Establish parameters of the group and collect information regarding priorities and achievements of each agency AAP specialist.
- Improve advocacy channels and methods, including working with Plan to develop a viable method for storing and ensuring the accessibility and access of the community consultation outcomes, to encourage their use in programme review and improvement
- Continue to develop advocacy tools and subject matter to keep AAP accessible to the wider response, and the information fresh and relevant
- Establish partnerships with key agencies in each of the main regions, to assist in communication and advocacy
- Build stronger relationships with key local authorities and actors, such as in DSWD and the women's police unit to ensure a strong foundation for the establishment of hotlines that will respond to allegations of SEA
- Review with cluster leads, as per the AAP Action Plan, potential for support and self-assessment

Concluding reflections

- This was an extremely positive initiative, and it was well placed within OCHA as the coordination role and mandate was a strong fit with OCHA's role
- The fact that OCHA, the UN in general and the IASC were taking this issue so seriously was clearly appreciated across the responding community, and feedback on this was strong
- Activities and templates developed in this situation, while needing to be adapted elsewhere, will be able to be produced much more quickly and systematically in the future
- Continued learning from the common service projects and ongoing and increased efforts to work well between AAP, PSEA, CwC, gender, protection, GBV, age related services and disability are essential to continue to strengthen a "joined up thinking" cross cutting issues approach that should see more streamlined and supported interventions that are sustainable by the wider humanitarian response.
- The deployment could not have enjoyed the level of success that it did without the constant support and back up of the IASC AAP Task Force Coordinator in Geneva, along with the Task Force co lead and the members of both the AAP and PSEA Task Forces, many of whom responded to calls for input and support. Locating this work within that of the wider community of practice made a difference.

Annexe 1

Summary of outputs and activities according to the ToRs

Phase 1, November – December 2013

1. Liaise with the HC, DHC, HCT, ICCG, and responding agencies on their AAP and communications efforts to pool resources, create relevant networks and identify support needs
 - a. Provided ad hoc support and briefings, attended ICCG whenever possible in Manila, Tacloban and Guiuan, raised the profile of AAP and PSEA, shared ongoing findings, followed up with contacts, support and information
 - b. Contact with HC and HCT was limited by time in Manila coinciding with high level visits, but support was provided through other channels

2. Support the collection and analysis of needs assessment data through participatory approaches, as well as streamlining the needs assessment, collection and analysis process so that it can be more reflective of the priorities of the affected population and more effective in meeting beneficiary needs
 - a. Conduct of community consultations, wide dissemination of the findings and of the package for replicating the approach was aimed to influence broadening the methods for data collection to augment the rapid assessments otherwise conducted. Wide support was gained for the inclusion of more qualitative data, and numerous examples of focus groups discussions being commenced.
 - b. Wide advocacy for inclusion of different segments of the communities in assessments and not to only rely on community leaders
 - c. Discussion with a couple of NGOs to include AAP questions in the MIRA
 - d. Advocacy on research quality issues with the MIRA
 - e. Agreement gained to include qualitative data in the analysis of the MIRA 2, however timing was such that follow through was not possible. Overall, the speed with which the MIRA 1 and 2 were developed and disseminated made them difficult to participate in, and it was decided to take alternate routes. This is something that could be reviewed in another situation

3. Assist the different clusters to analyse the effectiveness of existing and planned AAP approaches and programming to identify gaps and challenges; and use this information to develop, in cooperation with partners, strategies for each cluster to address the gaps
 - a. Attended cluster meetings in Manila and Tacloban as feasible, raising the profile of AAP-PSEA and responding to current issues.
 - b. Assisted in the development of the 2 year work plan for the sustainable solutions group, coordinating lessons learned on AAP, input to draft document
 - c. Provided ad hoc and strategic support through dissemination of advocacy pieces and consultation report.
 - d. Consulted and advocated with relevant clusters and agencies regarding specific findings and outcomes of community consultations, in particular, Protection cluster, Food Security and Agriculture cluster, GBV subcluster, HelpAge International, UNICEF, Save the Children.

4. Facilitate and support the integration of AAP perspectives in the overall strategic response planning, including in the Flash Appeal Revision and other appeal processes and documents
 - a. Development of multifaceted common service project on AAP and PSEA to be hosted by a UN agency and implemented by Plan International, covering ongoing community consultations, regional information and complaints hotlines and community sensitisations on their rights, the code of conduct and SEA

- b. Participated in the initial design of the CwC project proposal that was ultimately developed by IOM and CwC colleagues
 - c. Inputted to the chapeau document for the revised appeal, which has a strong section on AAP and CwC, and the coordination cluster text
 - d. Did not have timely access to cluster proposals
 - e. Preparation and dissemination of an issues paper on AAP and CwC highlighting findings regarding information provision and needs, and allegations of corruption regarding misuse of aid.
5. Facilitate the inclusion of AAP dimensions into needs assessment frameworks, including rapid and coordinated inter-agency assessments
 - a. Developed a range of tools, widely disseminated, for the inclusion of AAP dimensions into needs assessments
 - b. As above, developed and tested a method and tools for running FGDs and individual interviews, highlighting the need to disaggregate communities by gender, age and diversity of need
 - c. Used the outcomes of the consultations widely in advocacy
 6. Provide advice and ad hoc sensitisation at all levels of the response on AAP and how to realistically integrate increased accountability and to apply the IASC Operational Framework and associated tools on AAP
 - a. As outlined above
 - b. Participation in a number of forums with local NGOs and civil society
 - c. Discussion with local actors also on corruption regarding distribution of aid and potential strategies
 - d. Widespread negotiations and consultations in order to develop common service AAP projects
 7. Link existing CwC efforts with a broader AAP approach
 - a. Extensive collaboration with CwC colleagues, including field trips, preparation of input to sitreps
 - b. Elicited participation of all CwC team in the conduct of the community consultations and in analysis of the method
 - c. Advocacy for inclusion of AAP methods and approaches into CwC strategies
 - d. Active participation in the ongoing global discussions of the CDAC network
 - e. Visit to Radio Backdaw in Guiuan, analysis of the feedback they received from communities and use in advocacy document linking AAP and CwC
 8. Seek opportunities for individual agency AAP efforts to be scaled up between agencies as a means to rationalise resources and to improve impact
 - a. Common service project provides the opportunity for scale up of existing and planned projects
 - b. Consultations approach provides a platform for agencies to share their efforts
 - c. Sharing of good practice, support to agencies to combine efforts and pool resources
 9. Encourage linkages between input on gender issues, protection, disability support and other relevant cross cutting issues
 - a. Regular involvement and collaboration with protection, GBV sub cluster, gender advisors, liaison with HelpAge and contact made with Handicap International

- b. Close liaison with GBV subcluster staff and members in both Manila and Tacloban on PSEA issues and initiatives, including joint consultation with local government authorities and women and children's shelter
10. Ensure a profile for the prevention of SEA
 - a. Development and gained approval for a response wide code of conduct, consulting broadly with GBV cluster members, PSEA Task Force members, donors, eventually disseminated by the HC
 - b. Shared PSEA training resources on Humanitarian Response website
 - c. Development of PSEA elements into common service project: community sensitisation strategy to ensure a higher chance that allegations of SEA may be captured by hotline or other systems, regional hotlines designed to build community trust
 11. Support early affected community consultation efforts to establish a continuous cycle of feedback
 - a. As described above
 - b. Feedback on consultation report indicates it had a positive impact and has gained wide support
 - c. Continuous cycle of feedback designed into project proposal in the revised appeal
 12. Gather and disseminate information and advocacy on AAP and the response widely across the sector
 - a. Reviewed newspapers and assessment reports for AAP relevant issues and communicated these through networks, as well as using some for the base of further investigations
 - b. Developed issues paper on information and allegations of corruption, disseminated widely
 13. Resource and support OCHA and the cluster lead agencies to build their role in leading on AAP
 - a. Regular liaison with and support to a number of cluster leads
 - b. Some participation in OCHA processes to highlight the role of AAP, for example in team meetings in Tacloban and some in Manila
 - c. Support on development of the continuing AAP Coordinator ToR
 - d. Representation of OCHA in numerous forums to promote the issue and establish OCHA in the role
 14. Liaise with and sensitise donors as to the broader efforts and their role to support it
 - a. Established contact with 2 key donors (DfID and USAID) and continued regular contact and meetings with them, in Manila and Tacloban, keeping them updated on developments and sharing reports and findings
 - b. Established contact with Australian Aid
 15. Produce recommendations for broader AAP strategies for this response and as applicable to future responses
 - a. Extensive consultations and discussions with key informants and ad hoc to develop ideas for ongoing strategies