

CHEAT SHEET: APPEALS AND CERF

What is a flash appeal?

- The flash appeal is a tool for structuring a coordinated humanitarian response for the **first three to six months** of an emergency. The UN Humanitarian Coordinator triggers it in consultation with all stakeholders. It contains an analysis of the context and of humanitarian needs (citing whatever specific needs assessments are available), response plans (at the general strategic level as well as sectoral plans including specific proposed projects), and statements on roles and responsibilities.
- The flash appeal draft is completed in the field within five days of an emergency (and issued by OCHA-Geneva no more than 48 hours later). It contains early estimates and best guesses, focusing on urgent life-saving needs plus whatever early recovery projects can be assessed and implemented that early. Usually, there is a scheduled revision about a month later to incorporate fuller information and more recovery projects (especially connecting to government plans as they crystallise).
- The flash appeal may be developed into a consolidated appeal if an inter-agency response is needed beyond six months.
- The flash appeal document is concise (**ten pages, excl. tables and annexes**). The HC, supported by OCHA, is responsible for drafting it, with input from the IASC country team and sector/cluster leads. (Starting in 2006, each new emergency is to apply the cluster approach.) Specifically, the HC and OCHA draft the general chapters, and the cluster leads draft the response plan for their clusters. Cluster leads are also responsible for (a) reaching out to key NGOs plus the Red Cross / Red Crescent to include them in the cluster response plan (and list their projects in the appeal); and also (b) vetting or filtering projects to ensure that all projects listed in the appeal are relevant, high-priority, coordinated and dovetailed, and feasible.¹

What is CERF (Central Emergency Response Fund)?

- The Central Emergency Response Fund (CERF) is a stand-by fund established by the United Nations to enable more timely and reliable humanitarian assistance to victims of natural disasters and armed conflicts.
- CERF is intended **to complement – not substitute for** – flash and consolidated appeals. The CERF provides seed funds to jump-start critical operations and fund life-saving programmes not yet covered by other donors. In this sense, the CERF is a donor, and the flash appeal is the strategic plan and list of projects that CERF (and other donors) should fund. In sum, CERF is a donor; the Flash Appeal is an action plan. CERF is supply, appeal is demand.

What is a consolidated appeal?

- The Consolidated Appeals Process (CAP) is a tool used by aid organisations to plan, coordinate, fund, implement and monitor their activities. It is an extended

¹ Cluster leads are developing generic, pre-costed project proposals for each cluster, based on per capita costs, to remove donor concern about over-budgeting. When ready, these will be used in flash appeals.

version of a flash appeal. The process of development of a CAP helps to develop a more thoughtful and thorough approach to humanitarian action.

- A CAP is usually developed through **a month of consultations** among IASC agencies in the field, led by the HC, in which assessment information is analysed and priorities and strategies are agreed upon.

Which one should the country team do first?

- **First:** Do a flash appeal process (starting with needs assessments and assignment of roles and responsibilities) which clearly articulates humanitarian needs, priority sectors for response, response plans including specific projects, and roles and responsibilities.
- **Second:** Following consultations with the Country Team, the HC indicates which flash appeal projects should be funded by CERF (life-saving projects only or common services, per CERF's mandate), and how much each. If possible, this breakdown should be noted in the summary tables of the Flash Appeal so that donors know what has been funded from the CERF (see example, below for Timor Leste). Projects in the Flash Appeal constitute the application to the CERF; no separate application is needed. However, a Letter of Understanding (LoU) signed by the ERC and the Agency Head is required to disburse the funds. This LoU should list the activities to be funded from the CERF.² (If there is a delay in publishing the flash appeal, CERF applications can still proceed, as long as the HC indicates the priority projects on the basis of an appeal draft.)

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- **Third (if needed):** Revision of the flash appeal. As better assessment information becomes available and clusters become more inclusive, the strategic response plans and specific projects within the flash appeal should be revised. New projects can be inserted and outdated ones can be deleted. The flash appeal is not a static document but is open and flexible. (A general revision is indicated if the general strategy, and hence most projects, needs to be updated. Also, agencies can revise their projects and funding requirements one by one at any time; they don't have to wait for a general revision.)
 - **Fourth (if needed):** If the emergency and inter-agency response continues for more than six months, the IASC country team should develop a CAP.

²OCHA may also require a line item budget for the grant, to be provided to the CERF Secretariat in conformity with UN Secretariat Rules and Regulations.

Excerpts from the Timor Leste Flash Appeal, 2006

1.2 Priority Needs and Humanitarian Response Plan

An inter-agency Humanitarian Coordination Group (HCG) which includes members of the United Nations Country Team (UNCT), United Nations Development Programme (UNDP), United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), World Food Programme (WFP), World Health Organization (WHO), International Organization for Migration (IOM), United Nations High Commissioner for Refugees (UNHCR), and international and local non-governmental organisations (NGOs) such as Cooperative for American Relief Everywhere (CARE), Caritas, Christian Children's Fund (CCF), Catholic Relief Services (CRS), *Cruz Vermelha do Timor-Leste* /Timor-Leste Red Cross (CVTL), and the International Federation of Red Cross and Red Crescent Societies (IFRC), OXFAM, Plan International, and World Vision, was established to plan and coordinate humanitarian assistance activities. Given the escalating level of violence, the International Committee of the Red Cross (ICRC), in accordance with the Seville Agreement, has taken the lead within the Red Cross/Red Crescent Movement as of 26.05.06. The HCG has been meeting on a regular basis since 1 May under the leadership of the Ministry of Labour and Community Reinsertion (MoLCR).

The HCG carried out a rapid assessment of the IDP camps in Dili between 28 and 30 May, which identified 30 camps in the capital, hosting some 65,000 people. From Government (district and sub-district administrations) and other sources (local and international NGOs and community-based organisations/CBOs) the HCG has learned that an estimated 35,000 people have fled from Dili to take refuge in the Districts. Of these 35,000, a population of 6,000 to 7,000 is currently living in nine camps established in the districts of Baucau, Liquiça and Ermera. Families are hosting the remaining part of the displaced population. In addition, it is estimated that more than 4,000 houses and many business offices, shops, public buildings, and essential utilities have been looted or burned. The looting of two large government warehouses has contributed to the depletion of the already scarce resources available to face the sudden crisis.

The HCG has shown itself to be very effective and to date has provided immediate support to thousands of IDPs in Dili and the surrounding area. However, it is anticipated that the current situation will continue for the upcoming weeks and that it will have a much larger humanitarian impact than originally expected. While the UNCT, previously engaged in long-term development assistance work, was able to respond rapidly to the sudden and unexpected crisis, it is not well equipped to adequately address and respond to the current crisis situation.

This Flash Appeal outlines priority rapid response activities aimed at mitigating the humanitarian consequences of the crisis and outlines a multi-sectoral relief operation to be undertaken over a three-month period, as populations are not expected to return to their homes should the insecurity and the political crisis continue. The response plan, formulated through the HCG under the leadership of the Minister of Labour and Community Reinsertion, is to ensure complementarity and coordination of the response and addresses the needs of the IDPs. This Flash Appeal seeks to mobilise US\$19,615,868.³ Of this, the UNCT has already received approval for \$4,134,815 in grants from the Central Emergency Response Fund (CERF), which will allow agencies to immediately address the most urgent needs identified in the Flash Appeal. This leaves an unfunded appeal requirement of \$15,481,053.

³ All dollar figures in this document are United States dollars. Funding for this plan should be reported to the Financial Tracking Service (FTS, fts@reliefweb.int), which will display its requirements and funding, continually updated, on the CAP 2006 page.

Timor-Leste Flash Appeal 2006

Summary of Requirements - by Sector
as of 22 June 2006
<http://www.reliefweb.int/fts>

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Sector	Full requirements (\$)	Approved CERF allocations	Unmet requirements
COORDINATION AND SUPPORT SERVICES	2,081,591	174,613	1,906,978
ECONOMIC RECOVERY AND INFRASTRUCTURE	239,108		239,108
EDUCATION	300,000		300,000
FOOD	5,256,811	1,199,219	4,057,592
HEALTH	2,402,125		2,402,125
MULTI-SECTOR	4,820,350	1,328,833	3,491,517
PROTECTION / HUMAN RIGHTS / RULE OF LAW	1,918,046		1,918,046
SHELTER AND NON-FOOD ITEMS	939,137	698,450	240,687
WATER AND SANITATION	1,658,700	733,700	925,000
TOTAL	19,615,868	4,134,815	15,481,053

Timor-Leste Flash Appeal 2006

Summary of Requirements - by Appealing Organisation
as of 22 June 2006
<http://www.reliefweb.int/fts>

Compiled by OCHA on the basis of information provided by the respective appealing organisation.

Organisation	Full requirements (\$)	Approved CERF allocations	Unmet requirements
IOM	1,874,605	873,063	1,001,542
OCHA	310,863		310,863
UNDP	2,083,014		2,083,014
UNFPA	577,400		577,400
UNHCR	4,820,350	1,328,833	3,491,517
UNICEF	3,408,700	733,700	1,941,300
WFP	5,256,811	1,199,219	4,057,592
WHO	1,284,125		1,284,125
TOTAL	19,615,868	4,134,815	15,481,053

The list of projects and the figures for their funding requirements in this document are a snapshot as of 22 June 2006. For continuously updated information on this appeal's projects, funding requirements, and contributions to date, visit the Financial Tracking Service (www.reliefweb.int/fts).