UNHCR
The UN Refugee Agency

UPDATED AND REVISED

POLICY ON EMERGENCY PREPAREDNESS AND RESPONSE

2019

Division of Emergency, Security and Supply

UNHCR
The UN Refugee Agency

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Contents

COVER: *South Sudanese refugees carrying plastic sheeting and other relief items walk down a road in Bidibidi refugee settlement, Yumbe District, Northern Region, Uganda.* © UNHCR / DAVID AZIA

Recently arrived South Sudanese refugees received blankets and other relief items at Imvepi reception center in Arua district in Northern Uganda near South Sudan, 1 May, 2017. © UNHCR / JIRO OSE

1. PURPOSE

1.1. The 2017 Policy on Emergency Preparedness and Response[1] provides the framework for UNHCR's engagement in emergency preparedness and response in line with UNHCR's Strategic Directions 2017-2021.

1.2. The Policy introduced a number of improvements based on lessons learned since the introduction of the 2015 Emergency Policy which it replaced. It included a reinforced focus on preparedness; strengthened field orientation;

sharpened provisions on leadership and accountabilities; improved and simplified access to human, financial and material resources; and enhanced partnership and inclusivity.

1.3. This Revision: (i) realigns the Policy with the IASC system-wide Scale-Up Protocol with respect to the activation, expiry and implications of emergency levels; (ii) ensures the Policy is consistent with recently updated guidance on emergency preparedness and high risk situations; and (iii) and clarifies a number of questions.

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[1] UNHCR/HCP/2017/1

2. SCOPE

2.1. This Policy covers UNHCR's engagement in situations at risk of a humanitarian emergency in which urgent and advanced preparedness action and/or an operational response are required. UNHCR defines a humanitarian emergency as any situation in which the life, rights or well-being of refugees and other persons of concern to UNHCR will be threatened unless immediate and appropriate action is taken; and which demands an extraordinary response and exceptional measures because current UNHCR capacities at country and regional levels are insufficient.

2.2. The Policy applies to all UNHCR staff members and affiliate workforce personnel in the field operations, regions, and at Headquarters engaged in leading, managing, delivering, overseeing or supporting any aspect of emergency preparedness and response.

2.3. Compliance with the Policy is mandatory.

3. RATIONALE

3.1. The 2017 Policy was based on a comprehensive review of the implementation of the 2015 Policy and took into account developments in the global displacement, humanitarian and operational contexts. It also drew on progress made in relation to UNHCR's preparedness, flexibility, predictability, institutional leadership and accountability for emergency operations, and ensuring people-centred and protection-driven humanitarian assistance and solutions.

3.2. The review demonstrated that early investment in preparedness is critical to paving the way for an effective response to emergencies when they eventually occur. Enhanced provisions to ensure timely and adequate emergency preparedness are therefore a central element of this Policy.

3.3. The Policy is strongly field-oriented. It recognizes and fosters the primary responsibility and role of Governments; inter-agency partnership; and the crucial linkages to development and broader national social, community and economic systems that must be established from the onset of an emergency.

3.4. Special attention is paid to simplified procedures, enhanced preparedness and capacity building. The Policy is complemented by partnership agreements with governments, UN agencies and NGOs designed to reinforce mutual emergency preparedness and response capacities. Technical guidance, including Emergency Tool Kits in key areas, will continue to be issued, updated and made available as guidance in the *UNHCR Emergency Handbook*.

4. POLICY OBJECTIVE

4.1. UNHCR will proactively anticipate, prepare for and respond to emergencies with urgency, speed and nimbleness. It will effectively assure protection and support for persons of concern while from the outset working towards and leveraging solutions in the most optimal manner.

4.2. UNHCR will recognise, support and facilitate the fundamental role of host governments in emergency preparedness and response; lead and coordinate humanitarian and other partners in line with the Organization's mandated role in refugee situations; and participate fully in inter-agency responses in internal displacement emergencies and other humanitarian crises. UNHCR will engage the private sector and civil society in joint and inclusive comprehensive emergency preparedness and response activities, resource mobilisation and capacity building with the aim of saving lives, ensuring protection and pursuing solutions.

5. KEY PRINCIPLES

5.1. UNHCR's emergency preparedness and response activities will be guided by the following principles.

(i). Whole-of-UNHCR approach and the pivotal role of country operations
5.2. Emergencies call for a "whole of UNHCR" approach in which roles, resources and capacities within the Organization are directed as one to ensure a timely and effective response. UNHCR country operations have a pivotal and fundamental role in this respect, with Regional Bureaux, Divisions and other headquarters entities engaged to capacitate and empower them, facilitating and reinforcing field delivery in line with applicable frameworks and standards.

(ii). People at the centre

5.3. People affected by or at risk of emergencies are at the centre of UNHCR's preparedness and response operations. Saving lives, providing protection and ensuring that the fundamental needs of the affected populations are met shall drive the design and delivery of all interventions and inform UNHCR's engagement with States and other stakeholders.

5.4. In line with UNHCR's Age, Gender and Diversity (AGD) Policy[2], persons of concern will be duly engaged and consulted in the design and implementation of UNHCR's interventions. Measures will be implemented from the outset to ensure that the Organization and our partners are accountable to them, including through effective and on-going two-way communication. Host communities will also be engaged and their perspectives and needs taken into account as far as feasible.

(iii). Overriding duty to act on a 'Do no harm' and 'No regrets' basis

5.5. UNHCR's emergency preparedness and response operations will be driven by and aligned to Sphere and other applicable standards and the humanitarian principles of humanity, impartiality, neutrality and independence.

5.6. UNHCR shall not under any circumstances permit that persons of concern face avoidable harm or endure undue suffering. Managers will be empowered, supported and held accountable to take all decisions and actions necessary to ensure that refugees and other persons of concern receive protection and life-saving humanitarian assistance in a timely and effective manner that stems or diminishes harm, suffering and untoward hardship.

5.7. Managers who take decisions and/or act on the basis of "no regrets" should document their reasoning and share it with those to whom they report.

(iv). State responsibility and humanitarian complementarity

5.8. States have the primary responsibility to ensure the protection of persons seeking safety as refugees on their territories. As an internationally-mandated protection agency, UNHCR works with and supports Government authorities and host communities in preparing for and responding to emergencies and promotes and complements protection, humanitarian assistance and solutions

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2   UNHCR/ HCP/2018/1 Policy on Age, Gender and Diversity

Rescue workers shuttle a group of tired, cold and hungry refugees to a rescue boat.
© UNHCR / GIUSEPPE CAROTENUTO

for persons of concern in line with international human rights law, humanitarian and refugee law and national laws and responsibilities.

(v). Diversifying partnerships

5.9. UNHCR's emergency preparedness and response operations shall be designed and delivered as inclusive, collaborative undertakings including governments, civil society, local and international NGOs, UN agencies, development actors, financial institutions, the private sector, the media and refugees, the internally displaced and local and host communities themselves.

(vi). Solutions and link to development

5.10. The pursuit of durable solutions for refugees and other persons of

concern shall be embedded in all emergency preparedness and response activities from the outset.

5.11. In both design and delivery, emergency responses shall be as comprehensive as possible, taking fully into account the approach and spirit of the Global Compact on Refugees (GCR). In particular, UNHCR will proactively seek the involvement of governmental and non-governmental development actors, financial institutions and the private sector, with a view to fostering the inclusion of persons of concern in relevant development plans, projects and activities, including those related to the Sustainable Development Goals and the 2030 Agenda.

(vii). Duty of care

5.12. Managers shall ensure that all necessary safety and security arrangements are in place for personnel carrying out preparedness and response activities. This includes ensuring adequate working, living and health care conditions.

5.13. Particular attention shall be paid to addressing the needs of nationally-recruited staff in the most flexible, sensitive and creative ways possible.

5.14. UNHCR shall, as far as feasible, extend support to and advocate for the security, access, accommodation and other relevant needs of partners and other non-UNHCR humanitarian personnel engaged side by side with UNHCR in emergency response activities.

(viii). Innovation

5.15. UNHCR shall be attentive to and shall incorporate in its emergency preparedness and response relevant organizational, global, regional or national policy, strategic or operational innovations or trends that can further enhance efficiency and/or transformative outcomes for persons of concern.

5.16. In particular, in line with UNHCR's *Policy on Cash-Based Interventions (CBI)*[3], operations shall systematically and proactively consider the feasibility of using cash as a priority response modality.

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3   UNHCR/HCP/2016/3: UNHCR Policy on Cash-Based Interventions.

6. PREPAREDNESS IN THE PRE-EMERGENCY PHASE

6.1.   UNHCR will continue to strengthen institutional risk analysis, the generation of information, preliminary preparedness and planning, training and resource mobilization.

6.2.   Representatives will ensure that their operations undertake the actions outlined below.

(i).   All country operations: Minimum Preparedness Actions (MPAs)

6.3.   All operations shall, with the support of the Division of Emergencies, Security and Supply as needed, undertake on an annual basis risk analysis and Minimum Preparedness Actions (MPAs) as per the guidance set out in *UNHCR's Preparedness Package for Refugee Emergencies (PPRE)*[4].

(ii).   Country Operations at high risk of a new or escalated emergency

6.4.   Operations at high risk of a new or escalated emergency shall be included on the High Alert List for Emergency Preparedness (HALEP)[5] coordinated and maintained by DESS. Such operations shall:

a) Designate a senior-level Preparedness Focal Point who, among others, shall be responsible to complete a self-assessment in HALEP and other reporting as spelt out in the Advanced Preparedness Actions (APAs) in the PPRE, on the basis of which the preparedness rating of the operation shall be assessed and determined;

b) In collaboration with government counterparts and other partners, develop and implement a Preparedness Action Plan (PAP), including, if appropriate, a scenario-based contingency plan;[6]

c) and Contribute to the development of a Regional Refugee Response Plan or other resource mobilization instrument.

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4   https://emergency.unhcr.org/entry/274097/preparedness-package-for-refugee-emergencies-ppre#4,1552663354798

5   https://emergency.unhcr.org/entry/80819/high-alert-list-for-emergency-preparedness-halep#3,15650755514

6   Technical support is available from DESS and the respective Bureau(x).

Sanitary and drinking water facilities in Alexandria in a Greek camp, which was established with the help of UNHCR and European Commission funds for Civil Protection and European Humanitarian Aid Operations (ECHO). © UNHCR / ROLAND SCHÖNBAUER

6.5. Where the risk relates to a non-refugee situation, UNHCR will participate in the RC/HC-led inter-agency processes and lead relevant cluster prepared-ness through the "Emergency Response Preparedness" (ERP) approach de-veloped and endorsed by the Inter-Agency Standing Committee (IASC) which provides tools for UN Country Teams and Humanitarian Country Teams (HCT) to understand and prepare for risks and establish a system to monitor them.

6.6. Security conditions shall be integrated in planning at the earliest stage possible to ensure that risks are taken into account and that the response is delivered in a manner consistent with the organizational duty of care[7].

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[7] See UNHCR, Security Management Policy, IOM 50/12-FOM 51/12, 21 June 2012.

6.7. All these activities will be informed by the approaches set out in the GCR, including but not limited to, the importance of partnerships.

7. ACTIVATION OF EMERGENCIES

7.1. A UNHCR emergency is declared in order ensure that the right attention and support are provided across the Organization for preparedness for and response by UNHCR and its partners and interlocutors to potential, unfolding or escalating emergencies.

7.2. Bearing in mind the expected magnitude, complexity or consequences of the emergency and existing capacity of the country operation(s) and the Regional Bureau(x) concerned, one of three emergency levels may be declared as set out below to enable UNHCR effectively and accountably assume and discharge its leadership and delivery of the response.

(iii). Emergency Level 1: Proactive preparedness
7.3. A Level 1 Emergency is activated when a country operation must prepare actively for a high risk of a humanitarian emergency but faces such significant gaps in resources, staffing or expertise that it is unable to plan or implement preparedness actions. Activation of a Level 1 Emergency triggers support by the Regional Bureau, DESS and other Divisions. This support may include preparedness missions and human, financial or material support.

(iv). Emergency Level 2: Stepped-up Regional Bureau support
7.4. Emergency Level 2 applies to a situation in which additional support and resources, mainly from the concerned Regional Bureau, are required for the operation to be able to respond in a timely and effective manner.

7.5. Upon declaration of a Level 2 emergency, the Regional Bureau is author-ised to mobilize and/or re-allocate resources available under its auspices and may seek specific support from Headquarters Divisions.

(v). Emergency Level 3: Whole-of-UNHCR Response
7.6. The activation of a Level 3 Emergency signifies an exceptionally serious situation in which the scale, pace, complexity or consequences of the crisis exceed the existing response capacities of the country operation and Regional

Bureau(x) concerned and thus call for a corporate, whole-of-UNHCR response.

7.7. The declaration of an Emergency Level 3 automatically triggers the establishment of coordination mechanisms, deployment of staff and supplies, access to additional financial resources, real-time reporting and follow-up mechanisms.

(vi). Activation and duration of Emergency Levels

7.8. Emergency Level 1 is activated by the AHC-O. Drawing on analysis provided by the Representative, the Regional Bureau and DESS Director shall communicate the need for a Level 1 activation to the AHC-O who, upon confirming the need, will accordingly authorize the level and disseminate it internally including to the Senior Management Committee. An Emergency Level 1 activation automatically expires after six months.

7.9. Level 2 and 3 emergencies shall, on the advice of the AHC-O following consultations with the relevant Regional Bureau Director(s) and DESS, be declared by the High Commissioner through a UNHCR broadcast message.

7.10. When a UNHCR Level 3 emergency is declared for a refugee situation, the High Commissioner will notify the United Nations Emergency Relief Coordinator (ERC) and the IASC Principals.

7.11. For sudden-onset emergencies, the level will be determined within 72 hours of the initial event based on information, analysis and conclusions to be established by the concerned Regional Bureau(x) working jointly with DESS.

7.12. UNHCR Level 2 and 3 emergency declarations shall remain in force for a maximum of six months after which they expire automatically. In exceptional circumstances, and after consulting the SLWG, the AHC-O may recommend to the High Commissioner a three month extension of the activation. The maximum duration of a level 2 or 3 emergency declaration is therefore nine months. Any recommendation for an extension must be made before the initial six month declaration expires.

7.13. The expiration of an emergency declaration does not necessarily imply that the crisis it relates to has come to an end. Rather, it indicates that advanced preparedness actions are in place or that the operational response has been stabilized and is being sustainably delivered through regular process-es and procedures, thus exceptional mobilization of capacities and application of emergency procedures and systems are no longer required. A new emergency may be declared again at a later stage should the situation so require.

8. CONSEQUENCES OF AN EMERGENCY DECLARATION

(i). Leadership in the Country Operation

8.1. For Emergency Levels 1 and 2, no changes or adjustments in the leadership of the UNHCR operation concerned would normally be expected.

8.2. For Level 3 emergencies, the High Commissioner shall confirm the existing leadership arrangements or decide on new ones. Where the Representative's profile and experience are no longer suited to the new situation, the High Commissioner can request the Representative to step aside. The Representative may also request such a course of action. Where a 'step-aside' mechanism is activated, a staff member with the required seniority, experience and aptitudes will be deployed to assume leadership of the operation on an interim or permanent basis.

8.3. Leadership of the response at Sub-office or Field office levels, including confirmation of or change in existing leadership shall also be addressed as early as possible by the Representative and the concerned Regional Bureau.

8.4. For Emergency Level 3, the Representative will receive a letter from the AHC-O advising him or her of the High Commissioner's expectations in relation to UNHCR's leadership, coordination of and response to the emergency and the support to be provided by Regional Bureaux and Divisions, in particular through the leadership of the Regional Bureau Director supported by the DESS Director.

(ii). Country-level coordination in refugee emergencies

8.5. For refugee emergencies declared pursuant to this Policy, the Representative shall immediately ensure that the following actions are carried out:

a) Bring together a multi-functional emergency team within the Country Office, Sub-Office or across the operation as appropriate, to support

the management of the emergency operation on the ground;

b) Establish the arrangements set out in the Refugee Coordination Model (RCM) and its Updated Guidance Note[8], with a clear coordination structure shared with partners and stakeholders, while at the same time fostering the multi-stakeholder approach and inclusive engagement with partners as set out in the GCR;

c) Ensure that all key functional and response areas are adequately and effectively coordinated by UNHCR or partner staff with the right profile,

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8 UNHCR Updated Refugee Coordination Guidance Note, 1 April 2019.

A man pushed a woman passed an old building while fleeing fighting in Mosul, Iraq on June 24, 2017. © UNHCR / CENGIZ YAR

experience and authority across the entire spectrum of the response (planning, operational, monitoring, reporting and information management), including by seeking support from Headquarters and other sources as needed; and

d) Confirm to the Regional Bureau and concerned Divisions that the arrangements set out above, including the respective roles and responsibilities, have been established.

(iii). Regional Refugee Coordination

8.6. Where a Level 3 refugee emergency covers more than one country, the High Commissioner may designate a Regional Refugee Coordinator (RRC) who shall normally be a senior staff member in the Regional Bureau concerned.

8.7. The RRC shall provide overall internal and external coordination and oversight of emergency preparedness and the response operation. The accountabilities, responsibilities, authorities and reporting lines of the function will be set out in Terms of Reference (TORs) established either by the Director of the Regional Bureau concerned or by the High Commissioner if the emergency situation affects more than one Regional Bureau.

(iv). Coordination at Regional/Headquarters level

8.8. For Emergency Level 1, the Regional Bureau will determine the modalities for coordination.

8.9. For Emergency Levels 2 and 3, the arrangements set out below will be established to support the country operation to mount and deliver an effective response particularly as concerns leadership, coordination, management, external relations, strategic communication, resource mobilization and other pertinent regional and global aspects.

a) Senior Level Working Group

8.10. The Senior Level Working Group (SLWG), consisting of the Directors of the relevant Regional Bureau(x) and Divisions, most notably DESS, DIP, DPSM, DHR, DER, DRS and DIST, shall be convened by the AHC-O initially within two weeks of the declaration of a Level 2 or Level 3 emergency and thereafter as and when required.

8.11. The objective of the SLWG is to ensure that UNHCR's response is be-

ing established and delivered effectively in line with this Policy including with respect to leadership, coordination, operational delivery arrangements and the key strategic, inter-agency, management, operational external relations aspects.

b) Emergency Cell

8.12. An Emergency Cell (EC) shall be activated and chaired by the Director, or in the absence of the Director, the Deputy Director, of the Regional Bureau concerned, with technical support from DESS.

8.13. The objective of the EC is to coordinate support for the country operation(s), ensuring that all the requirements and issues necessary for an effective response are rapidly addressed in an action-oriented manner and to trouble-shoot in real-time.

8.14. Participation in the EC will be limited to a small number of senior staff with decision-making authority of the concerned Regional Bureau(x), DESS, DPSM, DER, DIST, DHR and DIP. The country offices will be represented by their respective Regional Bureau(x) and shall maintain technical contact with the Divisions as required.

8.15. EC meetings will be documented through concise and succinct action points indicating the issues for which back-stopping, actions or solutions are required; the entity to take action; and the timeline within which the necessary actions shall be taken.

8.16. These and other EC updates are to be shared promptly with key stakeholders, including the AHC-O and other SET members, Regional Bureaux, Divisions, and relevant Country or Multi Country Offices.

c) Specialist Cells

8.17. The EC may decide to establish specialist or subject-specific cells to focus on and track required actions in specific functional areas as needed — most notably, Human Resources, Supply, Protection, Programme, Global Communications, Resource Mobilization, Security and Administration / Finance.

8.18. The Specialist Cells will address and provide updates on the issues and challenges faced in the respective subject areas and progress in resolving them.

v). Joint Senior Level Mission

8.19. Within the first two weeks following the declaration of a Level 2 or 3 Emergency, a Joint Senior Level Mission (JSLM) will be undertaken by the Director or Deputy Director of DESS and the Director or Deputy Director (or equivalent) of the concerned Regional Bureau, with the Regional Refugee Coordinator, if applicable, to review the overall response to the emergency, including its protection and operational strategy, and provide operational guidance.

8.20. Upon completion of the mission, initially an oral briefing will be provided to AHC-O, followed by a written report within one week, summarising its findings and recommendations. The AHC-O will review and take action accordingly, which may include escalating to the High Commissioner matters that may require his attention or decision.

9. IASC HUMANITARIAN SYSTEM-WIDE SCALE-UP ACTIVATION

9.1. Where a Scale-Up Activation for a rapidly deteriorating humanitarian situation or a sudden onset crisis is issued by the Emergency Relief Coordinator in consultation with the concerned RC/HC and the IASC Principals pursuant to the 2018 IASC Humanitarian System-Wide Scale-Up Protocol[9] to mobilize system-wide capacities and resources, UNHCR will:

a) Fulfil its commitments as an IASC member as laid down in the IASC Protocol;

b) In conflict-related internal displacement, normally assume cluster leadership of the Protection, Shelter and Camp Coordination and Camp Management (CCCM) Clusters from the start of the emergency and develop a strategy to ensure effective UNHCR cluster leadership including adequate staffing for leadership, coordination, information management and mounting the operational response;

c) In case of internal displacement caused by natural disaster, determine

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9   IASC, Protocol 1. Humanitarian System-Wide Scale-Up Activation: Definition and Procedures, 13 November 2018. This Protocol replaced the 2012 IASC Humanitarian System Wide Emergency Activation ("L3 Response").

its interventions and cluster leadership on a case-by-case basis in consultation with humanitarian actors as appropriate; and

d) Where it deems fit, initiate or maintain a UNHCR emergency declaration at the same time as an IASC system-wide scale-up activation.

9.2 The UNHCR/OCHA *Joint Note* of 2014 sets out how coordination arrangements are to be organized in 'mixed' IDP/refugee situations.[10]

10. AUTOMATIC MOBILIZATION OF HUMAN, FINANCIAL AND MATERIAL RESOURCES

10.1. Upon the UNHCR declaration of a Level 2 or Level 3 Emergency, the accountabilities and procedures set out in this Policy are automatically activated and emergency procedures, guidelines and tools become applicable. Central and regional emergency resources — including human, financial and material — shall be made available to the concerned operation(s).

(i). Human resources
10.2. The country operation shall, working with the Regional Bureau, immediately identify staffing requirements and work with DHR and DESS to ensure that these are met. Priority shall be given to the accelerated recruitment of local workforce including temporary arrangements and affiliate workforce.

10.3. Deployments may be sought at any time for a UNHCR declared emergency[11]. For an Emergency Level 3, multi-functional Emergency Services (ES) response teams, led by a Principal/Senior Emergency Coordinator with well-defined responsibilities, authority and scope of work, will be automatically deployed. These teams will be supported by additional technical staff in life-saving and other key sectors as required to ensure a decisive and comprehensive response.

10.4. Arrangements must be made at an early stage for the transition from

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10 Joint UNHCR-OCHA Note on Mixed Situations – Coordination in Practice, 24 April 2014.

11 Human resources are made available by Emergency Services (ES) and DHR through the Senior Corporate Emergency Roster (SCER), the functional rosters, the Emergency Response Team (ERT) Roster, standby partnership arrangements, affiliate workforce, technical staff from Divisions, former ERT members and other forms of shorter and longer term deployments.

Community leader Omar Idu works with interpreter Lisa Gabrilidis and UNHCR Protection Officer Erin Hampton to distribute thermal blankets to residents of Faneromeni accommodation in Greece. © UNHCR / ROLAND SCHÖNBAUER

emergency deployments to more stable staffing arrangements through temporary assignments or appointments and Fast Track assignments. A Fast Track vacancy announcement should normally be issued within the first 8 weeks. The EC should be consulted on the final Fast Track proposals to ensure that the proposed staffing is in line with assessed corporate accountabilities.

10.5. The High Commissioner retains the authority to assign and reassign staff to any UNHCR activity and operation in accordance with UN Staff Regulation 1.2 (c).

(ii). Financial resources
10.6. Working with the Regional Bureau and supported by DER, country opera-

tions shall from the start of an emergency and with the participation of partners elaborate their resource requirements and matching supplementary budgets and mobilization strategies and ensure that these requirements, plans and strategies are properly reflected and integrated in pertinent contingency plans, Regional Refugee Response Plans or Humanitarian Response Plans.

10.7. The authority to transfer appropriations from the UNHCR Operational Reserve for emergencies and a corresponding increase of the Operating Level (OL) for a declared emergency is delegated to a) the relevant Regional Bureau

Fateem Hadi Jaber and her daughter, Sameera, live on the street in Hudaydah City, Yemen, after fleeing their home in the neighbouring governorate of Hajjah.
© UNHCR / SHABIA MANTOO

Director for requests up to a maximum of USD 5 million; and b) the AHC-O for requests up to USD 10 million per declared emergency. Such emergency appropriations and associated OL increases can only be used for OPS and ABOD in country operations. Initial allocations should be released within 24 hours. They should cover immediate response needs, including the need to comply with Minimum Operating Security Standards (MOSS) or other critical security requirements.

(iii). Material resources
10.8. Upon request, DESS will promptly make available material resources critically required for the emergency response. The Global Stock Management provides Core Relief Items (CRIs) for up to 600,000 persons of concern, vehicles and security equipment and other materials as needed.

10.9. Where conditions allow, cash-based interventions and local procurement in lieu of international procurement[12] should be applied.

(iv). Project Partnership Agreements
10.10. To facilitate partnership engagement during emergency preparedness and response, the following measures are hereby introduced[13]:

During the first six months of a declared Emergency Level 2 or 3, the Country Representative can waive the mandatory implementing partner selection process without seeking the approval of IPMS/DFAM.[14]

The threshold for the optional selection of partners undertaking small scale projects is raised from USD 50,000 to USD 100,000 without limitation on the number of objectives and outputs under one agreement. For these small scale projects in Level 2 and Level 3 declared emergencies, prior registration of the partner on the Partner Portal is not necessary.
Simplified Letters of Mutual Intent (LOMI) can be used in emergency situations to allow activities to start as the standard agreement is being negotiated. The

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12 UNHCR/AI/2017/2: Administrative Instruction on the Thresholds for Requests for Quotations (RFQs) in Non-Emergency and Emergency Situations and on Procurement through Non-Purchase Order (PO) Vouchers.

13 See also Special Measures for the Management of Partnerships in Emergencies.

14 The country operation is required to document the rationale for the decision and share the note with DFAM/IPMS for the records.

duration of a LOMI can be up to 6 months unless an extension has been excep-
tionally authorized by the country operation for a period not later than
31 December of the Budget Year. Once the situation normalises standard
partnership agreements should be signed with partners.

11. STRATEGIC PARTNERSHIP ENGAGEMENT

11.1. UNHCR will work to broaden its standby partnership arrangements and,
in collaboration with Governments, UN agencies, NGO partners, development,
business and financial institutions and local stakeholders, pursue the most
comprehensive response possible to large movements of refugees in line with
the GCR. Special attention will be paid to ensuring rapid and well-supported
admission, reception and registration of new arrivals; support for immediate
and on-going needs; assistance for local and national institutions and commu-
nities receiving refugees; pursuing expanded opportunities for solutions; and
linkages to or inclusion in national social, economic and community safety nets.

12. ACCOUNTABILITIES

12.1. UNHCR is accountable to persons of concern in all aspects of emergency
preparedness and response according to the priorities outlined in its institution-
al, policy and strategic documents, among them UNHCR's Strategic Directions
2017- 2021, the UNHCR Policy on Age, Gender and Diversity[15] and the IASC
"*Accountability to Affected Populations (AAP) Operational Framework*".

12.2. The High Commissioner is vested with overall accountability for UNHCR's
emergency operations in line with his/her mandated responsibilities. The High
Commissioner is supported by the SET members in their respective areas of re-
sponsibility, most notably the AHC-O who, at that level, oversees emergencies
on a day to day basis. The High Commissioner has overall authority to allocate
resources for emergencies under the Resource Allocation Framework (RAF).

12.3. The concerned Regional Bureau Director is accountable to provide strate-
gic direction, manage resources as per the relevant accountabilities, respon

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[15] UNHCR/HCP/2018/1 Policy on Age, Gender and Diversity.

sibilities and authorities articulated in the RAF, coordinate required support
including from Divisions and provide reports and updates to the SET.

12.4. At country level, the Representative is accountable for timely emergency
preparedness and response, including ensuring protection and humanitarian
assistance for refugees and other persons of concern, leadership and coor-
dination, managing resources as per the accountabilities, responsibilities and
authorities provided for in the RAF, active participation in inter-agency fora such
as the HCT and reporting to the Regional Bureau. In IDP emergencies, the Rep-
resentative is accountable to ensure UNHCR leadership of the clusters under
its responsibility, most notably protection, emergency shelter and camp coor-
dination and camp management, contributing to the inter-agency operational
response, and more broadly to participate in over-arching HCT and cluster
management to ensure the centrality of protection and the drive for solutions.

12.5. Where an emergency is declared in a country operation falling under
the purview of a Regional Representative as currently constituted, she/he will
maintain and continue to exercise her/his accountabilities, responsibilities and
authorities as conferred on him/her by the Regional Bureau Director and in line
with his/her job description including oversight and support for the concerned
operations. When, with the implementation of the regionalization and devolu-
tion of authorities as of the last Quarter of 2019, Regional Offices are phased
out, this provision will no longer be applicable.

12.6. All Division Directors are responsible to extend functional and techni-
cal support, guidance and expertise including by coordinating the respective
rosters and producing and/or updating Emergency Tool Kits in their respective
areas of responsibility to facilitate simplified, streamlined, timely and effective
delivery of protection and humanitarian assistance. More specifically:

a) The Division of Emergency, Supply and Security (DESS) is respon-
sible for timely deployment of experienced emergency staff and
management of all emergency rosters, analysis of security trends and
provision of security advice, releasing CRIs/NFIs and vehicles, provid-
ing procurement support/advice, pipeline and warehouse support,
establishing, as required, regional and local frame agreements and
maintaining global / regional stockpiles.

b) The Division of International Protection (DIP) is responsible for supporting operations in the development of a protection and solutions strategy and overseeing that protection and solutions objectives underpin operational preparedness and response. This includes advising operations and Regional Bureaux on appropriate protection staffing, protection cluster management including population data management and working closely with operations and Regional Bureaux to develop and implement protection advocacy strategies.

c) The Division of Programme Support and Management (DPSM) is responsible for supporting programme management and technical excellence across a range of sectors, CCCM and Shelter Cluster coordination, information management and the implementation of key institutional strategies and policies under its purview, such as cash based interventions.

d) The Division of Human Resources (DHR) is responsible for providing guidance and support on Human Resources management issues including staffing, health, wellbeing and accommodation of the workforce, learning and capacity building from the onset of the emergency in both the preparedness and response phases and the rapid deployment of staff on temporary basis and pursuant to the Fast Track.

e) The Division of Financial and Administrative Management (DFAM) is responsible to provide support on budgeting in emergencies, opening UNHCR bank accounts, selecting financial service providers, transferring funds to the field, partner selection and management of partner agreements as well as provide guidance on financial operations and approve the DOAP.

f) The Division of External Relations (DER) is responsible for fundraising and emergency resource mobilization, including supporting the development of Supplementary Appeals and Refugee Response Plans in refugee situations, activating the "PSP Network of national offices and national partners", dissemination of external updates, organising donor briefings and advocacy, public outreach, strategic communication and media relations.

On arrival at Impevi, Uganda, refugees go through a medical screening where all children under 15 are vaccinated against measles and all children under 5 receive polio drops.
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g) The Division of Information Systems and Telecommunications (DIST) is responsible for providing emergency ICT support during both the preparedness and response phases, ICT stocks commonly used in emergency response and trained technical ICT staff for emergency deployment. DIST conducts emergency ICT assessments and reviews ICT staffing in areas of response.

h) The Division of Resilience and Solutions (DRS) is responsible for providing guidance and support, as required, in key areas under its purview such as a solution-oriented approach during emergency preparedness and from the onset of a response, education, livelihoods and the development of partnerships.

13. REAL-TIME REVIEWS AND EVALUATIONS

13.1. The relevant Regional Bureau and DESS will undertake a joint real-time review of a UNHCR Level 3 refugee emergency situation three months after it starts. Reviews take the form of a joint mission or workshop. The review will involve key stakeholders to take stock of the timeliness, appropriateness and effectiveness of UNHCR's operational response, monitor the application of this Policy, and recommend adjustments and course corrections that may be necessary. In consultation with the SLWG, DESS may undertake a similar exercise in Level 2 emergencies.

13.2. An evaluation of a UNHCR Level 3 refugee emergency situation shall be conducted within 18 months or earlier as may be decided by the High Commissioner. Such evaluations shall be commissioned and managed by the Evaluation Service.

13.3. Evaluations of UNHCR Level 1 or Level 2 emergencies may also be commissioned in line with the provisions of the *UNHCR Policy on Evaluation*.[16]

14. MONITORING AND COMPLIANCE

14.1. DESS is responsible to monitor and, working closely with the Regional Bureaux, Divisions and Services concerned, support this Policy's implementation and compliance and report accordingly to the AHC-O.

15. DATES AND TRANSITIONAL MEASURES

This Revision will come into effect on 15 August 2019. Active UNHCR emergency declarations as at this date, will:

a) If they have been in force for less than six months, expire automatically three months after the Revision comes into force, or six months from the date of the initial declaration, whichever date is later, upon which the provisions of paragraph 7.12 shall apply; and

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16   UNHCR/HCP/2016/2: UNHCR Policy on Evaluation.

b) If they had already been extended beyond the initial period of six months, expire automatically after three months from the date of entry into force of this Revision.

The next review of the Policy shall be conducted no later than July 2022.

16. CONTACT

16.1. The contact for this Policy is the Deputy Director of the Division of Emergency, Security and Supply (DESS).

17. HISTORY

17.1. This Policy:

a) Supersedes and replaces the 2017 *Policy on Emergency Preparedness and Response*

b) Cancels the Guidance Note on the Preparedness Package for Refugee Emergencies, IOM-FOM/056/2013

c) Cancels the Operational Guidelines and on the High Alert List for Emergency Preparedness. OG/2016/3, and

d) Supersedes UNHCR's Revised Framework for Resource Allocation and Management, Part 3 "Access to Reserves", para 5 (IOM/051-FOM/054/2007) and Preparation and Processing of Submissions (replacement of Part 7 of the Revised RAF), Section V Reference Chart, para 12 in relation to Operational Reserve for emergencies (IOM/028-FOM/029/2011).

19. ACRONYMS

AAP	Accountability to Affected Populations
AGD	Age, Gender and Diversity
AHC-O	Assistant High Commissioner (Operations)
APAs	Advanced Preparedness Actions
CBI	Cash-based Intervention
CCCM	Camp Coordination and Camp Management
CRIs	Core Relief Items
CRRF	Comprehensive Refugee Response Framework
DER	Division of External Relations
DESS	Division of Emergency, Security and Supply
DFAM	Division of Financial and Administrative Management
DHR	Division of Human Resources
DIP	Division of International Protection
DIST	Division of Information Systems and Telecommunications
DOAP	Delegation of Authority Plan
DPSM	Division of Programme Support and Management
DRS	Division of Resilience and Solutions
EC	Emergency Cell
EDG	IASC Emergency Directors Group
ERC	Emergency Relief Coordinator (UN)
ERP	Emergency Response Preparedness
ERT	Emergency Response Team (deployed through ES-managed roster of UNHCR staff)
ES	Emergency Services, DESS
GCR	Global Compact on Refugees
HALEP	High Alert List on Emergency Preparedness
HCT	Humanitarian Country Team
IASC	Inter-Agency Standing Committee
ICT	Information and Communication Technology
IPMS	Implementing Partnership Management Service
JSLM	Joint Senior Level Mission
LOMI	Letter of Mutual Intent
MOSS	Minimum Operating Security Standards
MPAs	Minimum Preparedness Actions

NFIs	Non-Food Items
OCHA	Office for the Coordination of Humanitarian Affairs
PAP	Preparedness Action Plan
PSP	Private Sector Partnership
PPRE	Preparedness Package for Refugee Emergencies
RAF	Resource Allocation Framework
RRC	Regional Refugee Coordinator
RCM	Refugee Coordination Model
RC/HC	Resident Coordinator/ Humanitarian Coordinator
SCER	Senior Corporate Emergency Roster
SET	Senior Executive Team
SLWG	Senior Level Working Group
TORs	Terms of Reference
UNGA	United Nations General Assembly

POLICY ON EMERGENCY PREPAREDNESS AND RESPONSE
2019

Division of Emergency, Security and Supply

For more information
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*Staffers load UNHCR emergency supplies
at a UNHCR warehouse in Sana'a, Yemen.*
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