

Syrian refugees work with the Norwegian Refugee Council, one of UNHCR's partners, to prepare winterized shelter arrangements in Za'atari camp in Jordan.



Responding to Emergencies

Ensuring a robust emergency preparedness and response capacity is a priority for UNHCR. The aim is for the organization to be able to draw upon the full range of resources and expertise in a flexible manner, responding to the specific needs of each emergency operation. This flexibility proved critical to the success of UNHCR's emergency response efforts in 2012, particularly in light of the increasingly complex operational environments, with growing insecurity for both staff and people of concern.

UNHCR responded to an unprecedented number of refugee emergencies around the globe in 2012, including those resulting from the conflicts in the eastern Democratic Republic of the Congo (DRC), Mali, the Sudan and the Syrian Arab Republic (Syria). More than 1 million refugees were forced to flee their homes in 2012, the highest number in more than a decade. At the same time, UNHCR also contributed to inter-agency efforts to address the emergency needs of internally displaced persons (IDPs) in these countries and in other operations such as Myanmar. ●●●

EMERGENCY STAFFING

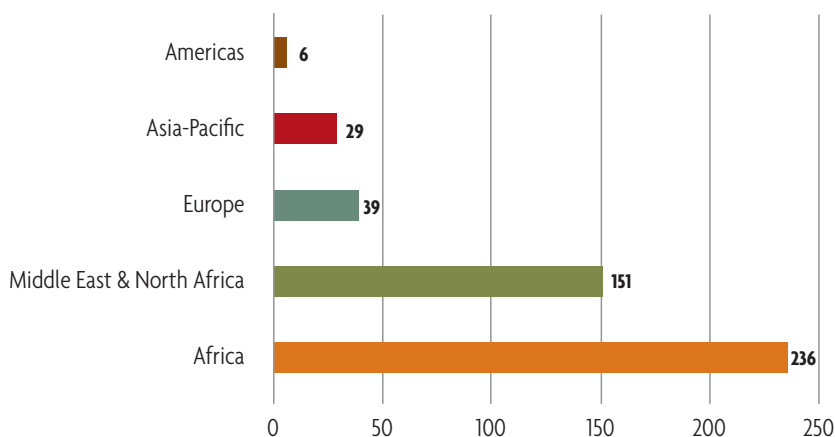
UNHCR’s emergency standby capacity, including at the senior management and leadership level, allowed for the deployment of qualified staff to emergency operations at short notice. This internal capacity was complemented by agreements with standby partners, including networks of technical experts. The following are some key achievements in this area:

- UNHCR and its partners deployed more than 460 emergency missions in 2012, most of which (79 per cent) were in response to refugee emergencies. About half of the deployments were to Africa, and 30 per cent to the Middle East and North Africa operational region. Some 40 per cent of the staff deployed were women.
- While the number of staff deployed in 2012 declined in comparison to 2011,

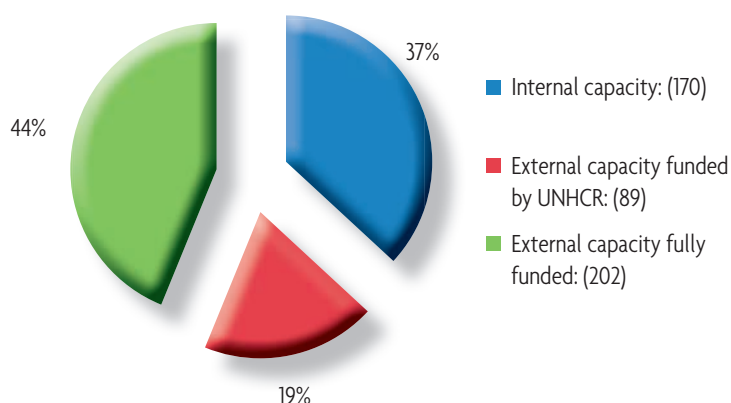
the total number of days when staff were on emergency mission remained stable. Fewer short-term missions to the same operation brought stability to the staffing situation earlier in the response phase.

- Some 290 staff from standby partners were deployed, about 70 per cent of whom were funded by their own organizations, with UNHCR covering the remaining 30 per cent.
- UNHCR also deployed protection staff to support emergency operations. They provided support in the areas of field protection, community services, child protection, education, the prevention of sexual and gender-based violence (SGBV), and protection cluster coordination. Of the total number of staff deployed, 22 per cent were dedicated to child protection and SGBV. Protection support missions were also undertaken to operations covering Burkino Faso, the Central African Republic, the DRC, Jordan, Libya, Mali, Niger, South Sudan, the Sudan and Syria.

Number of missions by region



Breakdown of missions by source of staff and funding



PARTNERSHIPS IN EMERGENCIES

UNHCR’s emergency standby agreements with various governmental and non-governmental organizations form an important part of its overall emergency response capacity. Examples of measures taken to strengthen UNHCR’s partnerships for emergencies in 2012 include:

- The conclusion of a joint declaration of intent with the International Humanitarian Partnership (IHP), an informal network of governmental crisis management organizations from seven European countries. The IHP assisted in the construction of offices and accommodation for UNHCR staff and partners in Jordan and South Sudan (see News and Views article *Network of crisis management organizations steps up cooperation with UNHCR*). Individual IHP members also supported a number of UNHCR emergency training initiatives.

- The conclusion of an updated agreement with the German Federal Agency for Technical Relief (THW), including provisions for cooperation in various technical areas and the development of new tools for emergency response.
- The signing of an agreement with the Luxembourg-based public-private partnership emergency.lu consortium related to information and communications technology.
- The launch of a pilot project to strengthen the capacity of 11 NGOs from Africa, the Middle East and Asia to respond to emergencies within their countries and regions.

CAPACITY BUILDING AND TRAINING

UNHCR organized a variety of training sessions on emergency response in 2012, with an emphasis on maintaining and strengthening emergency standby capacity. They included:

- Four Workshops on Emergency Management (WEM) were conducted for 128 UNHCR and 27 partner staff. An additional regional WEM in Latin America was conducted in Spanish for 19 UNHCR and five partner staff.
- A Senior Emergency Leadership Programme (SELP) targeted 13 senior UNHCR staff.
- A Training on Information Management in Emergencies (TIME) was conducted for a total of 17 participants, including three partner staff.
- UNHCR organized two Emergency Team Leadership Programmes (ETLP) for Inter-Agency Standing Committee (IASC) members in 2012. Some 29 staff from various IASC member organizations, including UNHCR, participated.
- Two Situational Emergency Training (SET) sessions, with a strong focus on strengthening the emergency preparedness and response capacity of government staff, were conducted in Qatar and Tunisia.
- UNHCR and OCHA co-led a standby partner training programme ben-

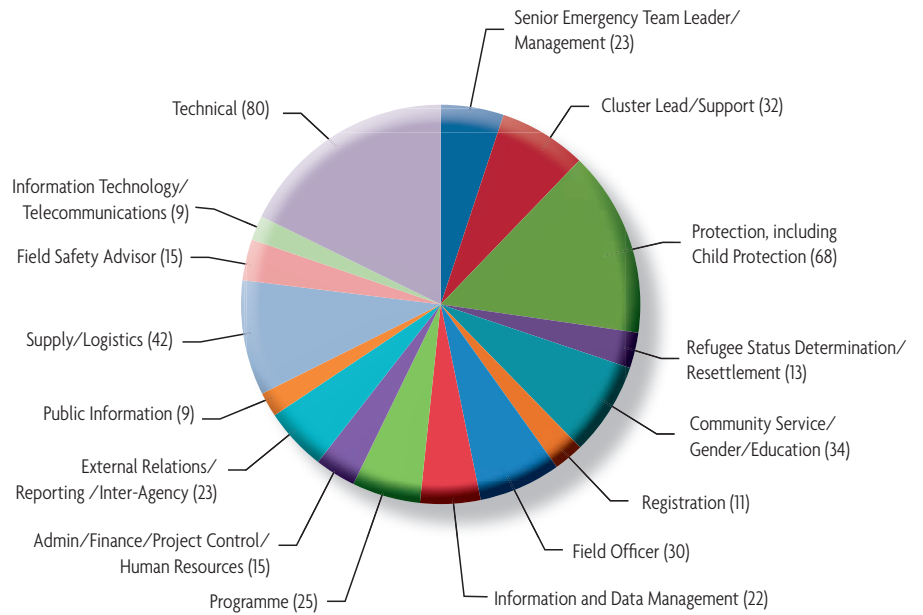
efiting 11 information managers, and participated in various induction programmes organized by standby partners for their new roster members.

REGIONAL eCENTRE IN TOKYO

The Regional Centre for Emergency Preparedness (“eCentre”) in Tokyo works with governments, regional bodies, UN agencies and civil society to strengthen humanitarian response capacity in Asia and the Pacific. The eCentre helped launch the Asia-Pacific Emergency Management Platform, a coalition of 38 leading emergency management actors in the region. The group has identified priority areas for joint preparedness activities, including emergency response strategies in urban contexts.

The eCentre also works closely with regional stakeholders to provide technical support to field operations, organize forums for structured information exchange among senior managers and decision-makers, and sponsor inter-agency field exercises. Areas of focus include border management in mass

Number of missions by type



influxes, contingency planning, operating in complex security environments, and partnership with local NGOs in emergencies.

POLICY, COORDINATION AND SUPPORT

To strengthen UNHCR's emergency policies and procedures, a first set of emergency guidance notes was issued in April 2012. The notes guide all staff on emergency coordination and management, with the aim of strengthening UNHCR's ability to lead a timely and effective inter-agency response to refugee emergencies and deliver on its cluster lead responsibilities for IDPs. The guidance notes will be revised and updated, and new ones issued as other gaps and requirements are identified.

Other tools to strengthen UNHCR's emergency response were also developed in 2012, with some to be finalized in 2013. These include:

- The *UNHCR Handbook on Emergencies*, first issued in 1982, is undergoing a major revision and update. The new version is scheduled to be launched in the second half of 2013.
- The Protection in Emergencies Toolbox, developed in 2012, provides field offices with thematic guidance and checklists on key protection responses to be initiated in the first stages of an emergency.
- The Emergency Tool Kit and Emergency Travel Kit are under revision to meet the current needs of emergency deployments. These kits are intended to provide the stopgap equipment necessary for staff to function while more permanent structures are being established. They include: tents, tables, sleeping bags, kitchen utensils, mosquito nets, etc.
- Mobile applications ("apps") are under development with the support of the emergency.lu consortium. They serve practical purposes such as to assist with site planning.
- UNHCR's *Supply Catalogue* (formerly *Core Relief Items Catalogue*) was revised and upgraded to make it

more user-friendly. It will be further updated in the coming year to better support the procurement of goods for UNHCR's operations around the world.

A STRENGTHENED LOGISTICAL NETWORK

Faced with a multitude of emergencies in 2012, UNHCR's Supply Management Service (SMS) worked hard to meet its commitment to deliver assistance for more than half a million people within 72 hours.

In doing so, the newly established strategic network of seven logistical hubs, "white stock" agreements with suppliers, and the three-pronged approach (the simultaneous activation of air, sea and road transport) demonstrated their real value in responding to the large-scale emergencies of 2012, such as in Syria and the surrounding countries, the Horn of Africa, West and Central Africa, as well as the Sahel. Accomplishments include:

- UNHCR dispatched 129 airlifts in 2012, double the 2011 figure, providing core relief items to around 200,000 people of concern. An even greater quantity of relief items was moved by surface transport. UNHCR's record of timely emergency delivery has improved, with more than 90 per cent of airlifts activated within 72 hours of the operation's request.
- Thanks to the expansion of its logistical network, UNHCR was able to ensure the immediate delivery of relief items by surface and air to the Syria operation from the stockpiles prepositioned in Amman and Dubai. Prepositioned stocks in the region allowed UNHCR to make timely deliveries directly to operations and replenish them when necessary.
- Shipments by road from the logistical hub in Accra supplied the emergency operations in Burkina Faso and Mali, while UNHCR's logistical hub in Nairobi provided a pipeline for emergency operations in Ethiopia, Rwanda and South Sudan.

● Leadership in emergencies

UNHCR's Senior Corporate Emergency Roster, established in 2011, is composed of senior staff members, nominated by the regional bureaux and divisions, who are on standby for one year to provide leadership in emergencies

In addition to emergency response, UNHCR consolidated the work that has been undertaken to restructure the Supply Management Service since 2010. This included strengthening supply functions and roles at Headquarters and in the Field; enhancing vendor management and tendering procedures; and improving management practices and oversight, for instance by recording property, plant and equipment (PPE) and inventories in accordance with the International Public Sector Accounting Standards (IPSAS).

In order to capitalize on progress already made in the restructuring of the supply function, the next phase of the supply strategy, "Supply Chain 2015," was introduced in 2012. This phase will include improvements to planning and order management, as well as human resources management.

SECURITY MANAGEMENT IN EMERGENCIES AND INSECURE ENVIRONMENTS

Although the number of security incidents affecting staff dropped in 2012 compared to previous years, UNHCR lost two colleagues during the year. In Goma, DRC, a national staff member was killed during a robbery at his home at night, and in Syria, a national staff member was killed when driving after dark. These incidents, and others involving robbery and kidnap for ransom, are stark reminders of the challenges UNHCR staff face in the field. Instability in several countries forced operations to find new ways of working, in accordance with recent changes in the UN Security Management System. Nonetheless, the number of relocations and evacuations was kept to a minimum, even when offices were affected by unrest, looting and protests.

An internal review of UNHCR's Field Safety Section's capacity to provide security support to field operations, particularly in emergencies, resulted in a number of recommendations. These included providing more systematic and sustained support to regional bureaux and field of-

The second workshop to prepare roster members for possible deployment was held in March 2012 and included 13 participants, most of them country representatives. The training enables participants to extend their knowledge of essential procedures and policies, including the Transformative Agenda, and provides an opportunity for participants to apply their skills and knowledge using real-life case studies. The training also aims to prepare senior managers for deployment in

the context of the inter-agency, system-wide response to level-3 emergencies.

Throughout 2012, the deployment of senior managers to countries affected by refugee crises, including the outflow from Syria, has been essential in garnering support from government and other key stakeholders, setting up comprehensive operational responses, and strengthening UNHCR's leadership in the overall refugee response. ■

ices, ensuring appropriate analyses of security issues, and improving security management at all levels.

SUPPORT TO OPERATIONS IN 2012

Thirty missions were fielded to operations in various countries, including Afghanistan, Burkina Faso, Iraq, Jordan, Kenya (Dadaab), Lebanon, Mali, Myanmar, Pakistan, South Sudan, Syria and Yemen. The missions offered direct support to deal with critical incidents and technical advice to assist in maintaining operations in high risk locations. They also helped establish new offices and ensure compliance of operations with the policies of the UN Security Management System.

UNHCR undertook further measures to secure its premises, operational movements and any activities deemed as high risk. Among these measures were the immediate deployment of armoured vehicles where the threat of improvised explosive devices and small arms was high, the provision of training for staff and guards, and the provision of support to strengthen the UN Security Management System.

This tented base camp office set up by the IHP enabled UNHCR to establish an effective deep-field presence in a difficult environment in South Sudan.



NETWORK OF CRISIS MANAGEMENT ORGANIZATIONS STEPS UP COOPERATION WITH UNHCR

UNHCR GENEVA

GENEVA, FEBRUARY 2012 | Over the past two years, UNHCR has had to respond to emergency after emergency, from Libya to Liberia, South Sudan to Syria. The practical help of an informal group of government partners specializing in emergencies has been vital in ensuring success and a more effective response. In a full-blooded displacement crisis, the first emergency teams should be deployed within 72 hours to reinforce staff already on the ground. These personnel also urgently need support facilities, including accommodation and heavy equipment. To achieve this level of readiness and response, the UN refugee agency relies in part on cooperation with a network of governmental partners in Denmark, Estonia, Finland, Germany, Norway, Sweden and the United Kingdom, who specialize in emergency response work and form the International Humanitarian Partnership, or IHP. The relationship with IHP is becoming more and more important and last

month, during a meeting hosted by UNHCR in Geneva, the two sides signed a declaration of intent to further strengthen cooperation in the area of emergency response capacity and preparedness. The IHP members agreed to “ensure a robust capacity in complex or large-scale emergencies.” In practical terms, this means things like building temporary staff accommodation and office space for refugee camp workers in harsh environments; shipping out truck fleets; setting up mechanical workshops; and installing water and sanitation systems. In South Sudan’s Maban County, for example, the first emergency team members sent into the field in December 2011 were living in desperate conditions: they stayed in bug-infested mud huts and relied on water supplies brought in by donkey. Then Sweden’s Civil Contingencies Agency (MSB), an IHP member, swung into action in response to a call for help and airlifted a “base camp” to UNHCR’s team in Maban, where there are currently four refugee camps. “The living conditions of our team in

Maban County have greatly improved, boosting the morale of the entire team,” said Frederic Cussigh, head of the UNHCR office. “We support more than 115,000 refugees in Maban county.” The Swedish agency provided offices, staff accommodation, toilets, showers, water treatment plants, basic medical equipment, generators, high quality tents and pre-fab housing. It made all the difference, according to protection specialist France Lau, who went out on emergency to Maban. She also noted that when the offices of other aid organizations were flooded during the rainy season, “We hosted them in our compound.” More recently, IHP members have helped construct a base camp for UNHCR staff working in the sprawling Za’atri refugee camp in Jordan. UNHCR and IHP members also work closely together in pursuing cost-effective and sustainable shelter solutions as well as facilitating emergency-related training events. “IHP members contribute unique capabilities, which are rapidly deployable and which UNHCR does not have in-

house,” noted Amin Awad, director of UNHCR’s Division for Emergency, Security and Supply. “The IHP helps make UNHCR field operations more effective, with a direct impact on the well-being of staff and refugees.” IHP Chairman Esa Ahlberg, meanwhile, pledged to continue working to strengthen the relationship. “IHP stands ready to further join forces in an effort to meet the challenge of growing humanitarian needs,” the Finn stressed. And UNHCR’s Awad said the new agreement would “facilitate expanded cooperation in new areas such as innovative technology, logistics and medical support for UNHCR staff members at the onset of an emergency.” The IHP groups Finland’s Crisis Management Centre, the Danish Emergency Management Agency, the United Kingdom’s Department for International Development, the Norwegian Directorate for Civil Protection, the Estonian Rescue Board, the Swedish Civil Contingencies Agency and Germany’s Federal Agency for Technical Relief. □

An additional 10 Field Safety Advisors (FSAs) were sent to emergency and high risk security environments in 2012, bringing the total number of FSAs deployed to 59 by the end of the year. UNHCR worked to improve the recruitment, deployment and mentoring of FSAs, the latter through “on the job” training in the field. Two training initiatives focused on security measures for refugees and other people of concern, while training in security risk management was provided for national staff with security responsibilities.

UNHCR continued its efforts to ensure that staff are appropriately prepared and trained for the environments in which they operate. These included a continuation of the Security Management Exercise, which focuses on risk management in the operational context, security awareness and training in the use of armoured vehicles.

At the end of 2011 UNHCR published a *Manual on Security for Persons of Concern*, providing staff and field practitioners working in diverse areas with access to concrete and practical guidance in this area (see box). This manual was rolled out in 2012.

UNHCR continues to review its compliance with the United Nations Minimum Operating Security Standards (MOSS), particularly for offices in high-risk environments. The organization

● Ensuring the security of people of concern to UNHCR

In order to offer field staff practical guidance and foster a multi-functional approach to addressing security issues affecting people of concern, in 2011 UNHCR published a Manual on Security of Persons of Concern (first edition).

To ensure the effective use of the manual, a comprehensive roll-out plan was developed and initiated in 2012, with training on security of people of concern introduced as a standard feature in several training events for UNHCR and its partners.

Feedback from the field indicates that colleagues and partners have found the

manual to be a useful and practical tool.

In order to follow up on this very positive response, a mobile phone application of the manual and an e-learning module on security of people of concern is currently being developed and will be rolled out in the second half of 2013. ■

strives to ensure that all new offices are MOSS-compliant within six months of their establishment. As of December 2012, of 383 offices, 85 per cent were fully compliant and 96 per cent were either compliant or compliant “with limitations”. One hundred per cent compliance is not possible as security environments change or new offices are opened, requiring continuing adjustments to security requirements under MOSS. ■