



**A helicopter is being loaded with plastic sheeting to be delivered to Sudanese refugees in Yida settlement, South Sudan.**  
The plastic sheeting, which helps shelter refugees, is one of the most critical needs in Yida during the rainy season.



# 6 From Emergency Response to Protection: the Statistical Perspective

UNHCR'S GLOBAL REPORT (1999) stated, "Unprecedented demands were placed on UNHCR's emergency preparedness and response capacity in 1999 ... During the year, there were 215 deployments of emergency personnel on missions ranging from several days to up to four months; 169 people were deployed, a few of them more than once."<sup>66</sup>

Since then, the scale and geographic coverage of the emergency refugee response by UNHCR and its partners have continued to grow. The agency and its partners have responded to large-scale emergencies in Pakistan, Sri Lanka, Yemen, the Horn of Africa (Kenya, Ethiopia, and Somalia), the Democratic Republic of the Congo, Libya, Egypt, Tunisia, Sudan and South Sudan, and Myanmar, as well as to the

Ivorian, Malian, and, most recently, Syrian refugee situations.

While there are many aspects to an efficient and timely emergency response, this chapter focuses on four of its core aspects: provision of core humanitarian relief items, staff deployments, capacity-building, and a safe working environment.

<sup>66</sup> See: <http://www.unhcr.org/4a0d20356.html>.

People fleeing their homes due to conflict or natural disaster often do not have the time or means to take their belongings with them. Providing core relief items (CRIs) is therefore a crucial part of the first emergency response.

In order to respond to emergencies in both an effective and timely manner, UNHCR pre-positions CRIs in strategic locations around the globe. The Global Stock Management system, adopted in 2010, is now well established, with a network of regional warehouses expanded to seven hubs strategically located in Accra, Amman, Copenhagen, Douala, Dubai, Isaka, and Nairobi. These hubs are located near crisis-prone regions and ongoing operations, as well as in close proximity to airports.

As the number of emergencies has increased, the size of the global CRI stockpile has also grown significantly,

from supplies for some 327,000 persons in 2006 to 600,000 persons in 2012. Indeed, the Global Stock Management system allows UNHCR to provide CRIs to those 600,000 persons in response to simultaneous large emergencies, with the first delivery within 72 hours.

**Table 6.1** tracks UNHCR CRIs that were transported from global stockpiles by air, land, or sea to the affected countries or locations. In 2012, for instance, UNHCR transported over 1.6 million blankets to address the needs of Syrian refugees, IDPs, and other affected populations in the Syrian Arab Republic – just one of the CRIs to address these individuals' critical needs. Another CRI, a family tent, typically accommodates five persons; thus, we can see that over 490,000 persons who fled their homes benefitted from such temporary shelter solutions during 2012.

## CORE HUMANITARIAN RELIEF

A comparison of the total volume of CRIs shipped by air or surface (sea or land) between 2010 and 2012 demonstrates an increase of 276 per cent. This significant rise was partly due to the process of addressing urgent winteri-

TABLE 6.1

### Transported CRIs | 2012

CRIs	Quantity (pcs)
Blankets	1,627,121
Buckets	317,764
Jerry cans	409,125
Kitchen sets	337,874
Lightweight tents	1,257
Mosquito nets	406,214
Plastic rolls	6,891
Plastic sheets	368,077
Sleeping mats	816,253
Tents (family)	98,045
Winterized kits	4,000
Prefabricated warehouses	38

## 6 From Emergency Response to Protection: the Statistical Perspective

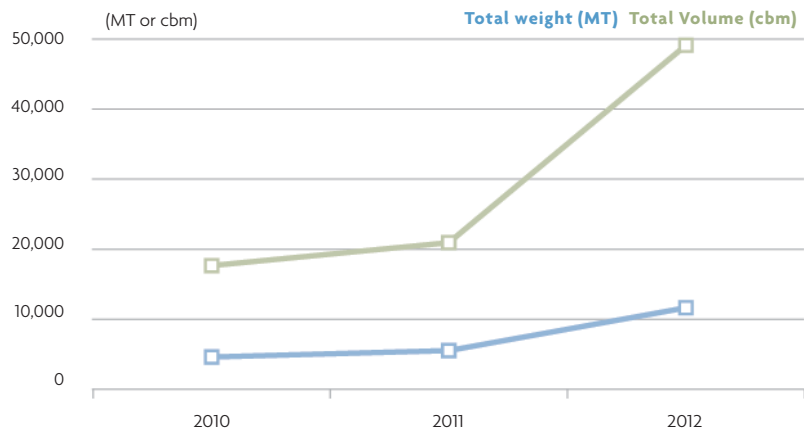
zation needs for Syrian refugees who had fled to neighbouring countries in ever-increasing numbers. Given the magnitude of the crisis, about half of the volume of the emergency shipment was destined for the Syria situation in 2012, covering countries such as Lebanon and Jordan. Another 18 per cent targeted South Sudan.

Given this increasing number as well as the urgency in providing CRIs to persons of concern, UNHCR dispatched 129 airlifts in 2012, twice as many as in 2011. These airlifts sent core relief items to around 200,000 people of concern in 2012, accounting for a quarter of all shipments from the globally managed warehouses.

UNHCR is constantly exploring ways to improve the timely delivery of emergency goods to the field. The newly established strategic network of seven logistical hubs constitutes just one of several mechanisms by which UNHCR was able to respond more effectively to large-scale simultaneous emergencies in 2012. In addition, the agency has come to a series of 'white stock' agreements, in which suppliers hold stocks at their own rather than at UNHCR warehouses, while also enacting a three-pronged transport approach (the simultaneous use of air, sea, and road transport).

Fig. 6.1

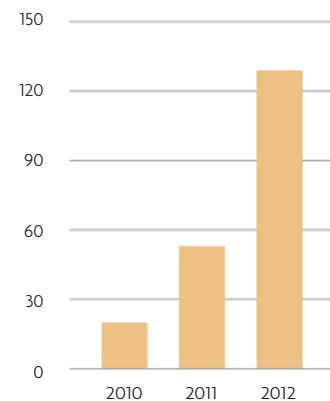
### CRIs transported for emergency response | 2010 - 2012



By using these strategies, UNHCR was able, for example, to respond quickly to needs in the Syrian Arab Republic and neighbouring countries by moving CRIs by air and land from the Amman and Dubai emergency stockpile warehouses. At the same time, 'white stocks' in Dubai replenished supplies through direct delivery to UNHCR's warehouse in that country. Simultaneously, shipments by road were implemented from the global stockpile in Accra to operations in Burkina Faso and Mali, and from the global stockpiles in Nairobi and Isaka to operations in Ethiopia, Rwanda, and South Sudan.

Fig. 6.2

### Airlift shipment: Number of flights | 2010 - 2012



## Staff Deployments <sup>67</sup>

### PROVIDING EMERGENCY DEPLOYMENTS WITHIN 72 HOURS

If additional human resources are required to respond to emergencies, UNHCR immediately sends emergency deployees to support those operations. The agency's internal emergency standby capacity, including at the senior management and leadership level, allows for the deployment of qualified staff to emergency operations at short notice. This internal capacity is complemented by agreements with standby partners (SbP) and networks of technical experts. The number of emergency deployments has increased steadily,

with the number of emergency supporting missions, for instance, increasing from 245 in 2008 to 461 in 2012.

To address the often high turnover of staff in emergencies, with repeated short emergency missions for the same function to the same emergency operation, UNHCR started to implement a new staffing deployment model for emergency operations. If operations have continued staffing needs after the

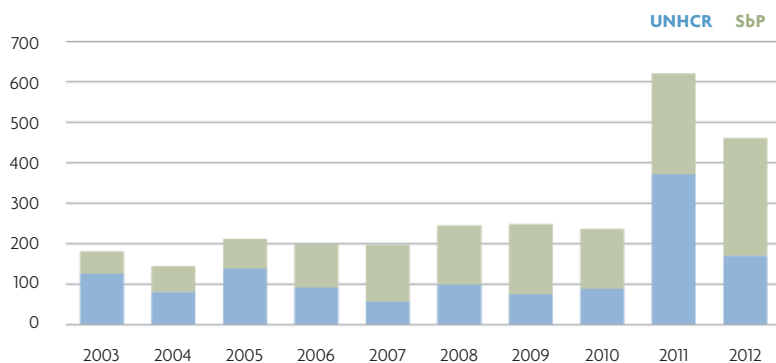
second or third month of emergency missions, these are addressed through temporary assignments/appointments for at least six months. Thereafter, full positions are created and filled through 'fast track' procedures. In addition, further efforts are made to ensure that an emergency mission's duration is at least two months.

In an effort to provide accurate emergency deployment statistics, start-

<sup>67</sup> The figures quoted in this section refer to deployees who are administrated by UNHCR's Division of Emergency Support Service.



**Fig. 6.3** Number of emergency support missions by source | 2003 - 2012



ing from 2012 only the two- to three-month emergency missions are counted for this purpose, not the six-month assignments/appointments. Given this metric, there was a significant decrease of UNHCR staff in emergency missions, from 371 missions in 2011 to just 170 in 2012. The number of deployments by standby partners to UNHCR emergency operations continues to increase, meanwhile, from 250 missions in 2011 to 291 missions in 2012. Standby partners have contributed significantly

to UNHCR's emergency operations through the deployment of experts in the past five years.

**Figure 6.3** indicates a general trend of increasing emergency deployments. It also shows the importance of UNHCR's emergency standby agreements, with both governmental and non-governmental organizations. The trend for the past five years (2008-12) indicates that SbP accounted for about 73 per cent of deployment days for emergency support missions, while UNHCR ac-

## What are the Standby Partners (SbP)?

### In order to strengthen its response capacity during humanitarian crises,

UNHCR has concluded a number of Standby Partnerships with governmental agencies, NGOs, and private sector organizations that have specific expertise and capacity to complement UNHCR's internal surge capacity.

**Through these agreements,** qualified employees can be provided quickly through simplified procedures and often at no cost to UNHCR. This includes the following domains: public health, logistics, site planning, engineering, water/sanitation (WATSAN), information management, hydrology, shelter, and construction. Some Standby Partners offer equipment/service modules for health, sanitation, and medical care, accommodation and necessities, search and rescue, mine action, capacity development, and recovery work. ●

counted for 27 per cent. The number of deployment days provided by SbP increased from about 50,000 days between 2003 and 2007 to around 135,720 days between 2008 and 2012.

### EMERGENCY SUPPORT MISSION BY REGION

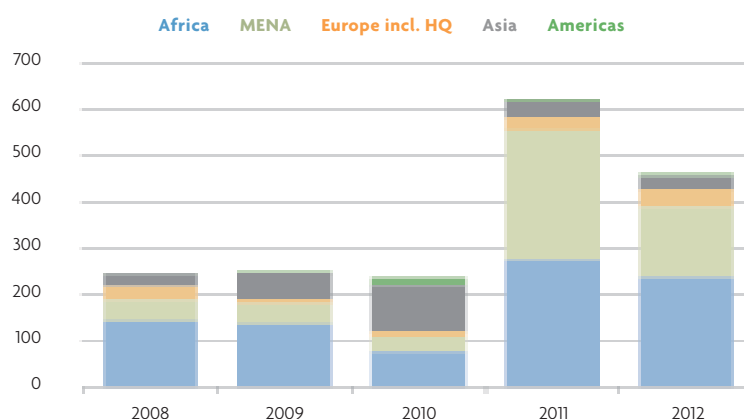
In sub-Saharan Africa, the top recipients of emergency support missions during 2008-12 were the Central African Republic, Chad, the Democratic Republic of the Congo, Somalia, Kenya, Sudan, and South Sudan. In the Asia and the Pacific region, most of the emergency missions were to Afghanistan, Pakistan, and Myanmar; while in the Americas, Colombia remained a prime destination during the same period. In terms of regional distribution of deployees, sub-Saharan Africa received most of the emergency support missions (47%), followed by the Middle East and North Africa region (31%), Asia and the Pacific (13%), Europe (7%), and the Americas (2%).

In 2011 and 2012, due to the situations in both Libya and the Syrian Arab Republic, the number of staff deployed to the Middle East and North Africa region increased dramatically. When comparing 2008 and 2012, the percent-

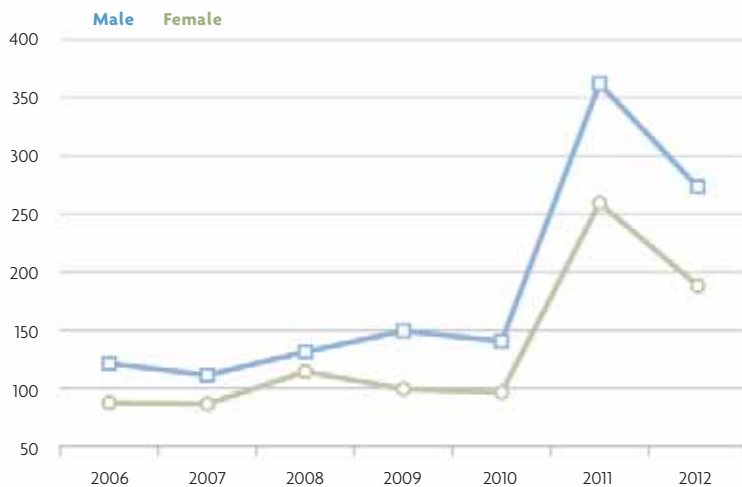
age increase in the number of emergency deployments amounted to 320 per cent for this region, while in Africa these figures increased by 170 per cent. Even while responding to these new

large emergencies, 'recurring' emergency situations such as Pakistan, the Democratic Republic of the Congo, and Iraq continued to require emergency deployments on a regular basis.

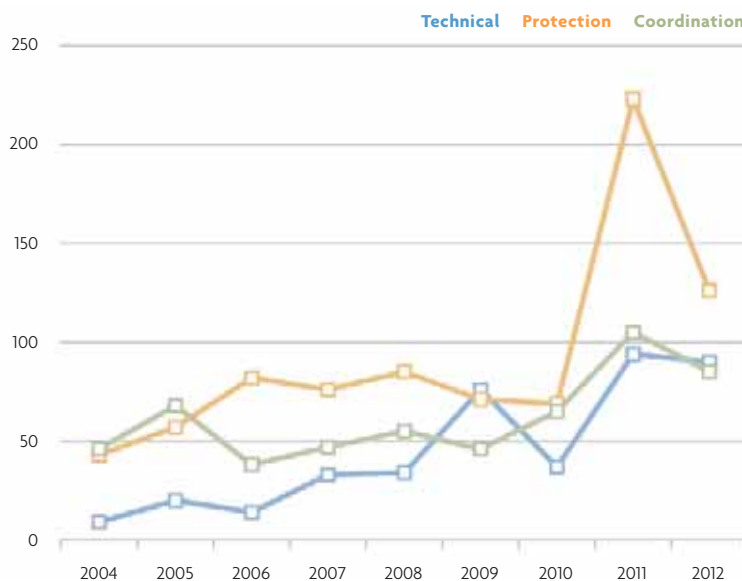
**Fig. 6.4** Number of emergency support missions by region | 2008 - 2012



**Fig. 6.5 Gender comparison: Emergency deployees | 2006 - 2012**



**Fig. 6.6 Key profile for emergency deployment by number of staff | 2004 - 2012**



## EMERGENCY DEPLOYEES BY SEX AND FUNCTIONAL AREA

In general, men have a slightly higher representation than women among emergency deployees. Between 2008 and 2012, female personnel represented an average of 42 per cent of the total number of deployees.

Disaggregating emergency deployees by function shows that significant proportions of deployments are related to protection (including child protection, refugee status determination, resettlement and registration) and technical support (including water, sanitation and hygiene; health; shelter and site planning). **Figure 6.6** shows trends in three main areas of functional deployments: protection, technical, and coordination (which includes cluster and team leaders). Since 2004, protection functions have continued to be in high demand, reflecting UNHCR's core mandate.

In 2011, there was a sharp increase in the number of refugee status determination (RSD) staff deployed. This was due to the Libya situation, where prompt RSD was essential for the protection of individuals, given the mixed migration environment prevailing at that time.<sup>68</sup> This may also explain a rise in the protection function requirement in 2011. Recent years have also seen a significant increase in requests for technical services, such as water, sanitation and hygiene (WASH); shelter/site planning; and health. In addition, given the importance of information management, since 2011 UNHCR has been deploying information management officers at the onset of any emergency.<sup>69</sup>

## Capacity-Building

Recent experience with responding to simultaneous, large-scale emergencies has reconfirmed that the immediate availability of individuals with a wide range of professional and field skills is an essential part of an efficient response. To prepare staff for emergency

deployments, UNHCR regularly organizes various workshops and trainings, one of which is the Workshop on Emergency Management (WEM).

Normally, WEM is organized three times per year, with some 40 participants in each session. In 2011, however,

it was organized four times in order to address extraordinary staffing needs for ongoing emergencies. The great majority of participants are UNHCR staff, though standby partners are also invited to send participants. In addition, one or two donors also tend to participate. In 2012, the ratio of participation of UNHCR to SbP was 77 per cent to 9 per cent.

<sup>68</sup> See 2011 Statistical Yearbook, UNHCR, pp. 42-43, <http://www.unhcr.org/51628b589.html>.

<sup>69</sup> See 2011 Statistical Yearbook, UNHCR, <http://www.unhcr.org/51628d9b9.html>.



**At the Kahramanmaraş refugee camp in Turkey, this Syrian refugee holds his daughter, who is being examined for breathing difficulties by Turkish medical staff.** Kahramanmaraş is one of numerous camps in southern Turkey which was built by the Turkish Government to receive Syrians fleeing the conflict in their home country.

To develop the needed capacity in an area new to UNHCR, the Training on Information Management in Emergencies (TIME) provides UNHCR and partner staff with the principles and tools for data management, needs assessment, registration, and other related areas in responding to emergencies. To support field staff, in 2013 UNHCR also released the Emergency Information Management Toolkit, which provides guidance, examples, and practical tools for providing information management support in operations.<sup>70</sup>

<sup>70</sup> See: <http://data.unhcr.org/imtoolkit/>.

**Fig. 6.7 WEM: Number of participants | 2008 - 2012**



## Creating a safe working environment

UNHCR continues to regularly review its compliance with the United Nations Minimum Operating Security Standards (MOSS), particularly for offices in high-risk environments. MOSS is the primary mechanism for managing and mitigating security risks to UN personnel, property, and assets.

UNHCR strives to ensure that all new offices are MOSS-compliant within six months of their establishment. There are several factors complicating the achievement of a 100 per cent MOSS-compliant rate, including changing security environments (of which MOSS needs to be revised ac-

ordingly) and the establishment of new offices. From June to December 2012, for instance, a total of 19 offices were opened and MOSS guidelines had to be applied to each of them.

As of December 2012, out of 383 offices, 85 per cent were fully compliant and 11 per cent were compliant 'with limitations'. However, UNHCR continues to strive for 100 per cent MOSS compliance.

Fig. 6.8 Number of offices | 2011 - 2012



TABLE 6.2

### MOSS-compliant | 2010 - 2012 (in %)

	MOSS Compliant
Dec-12	96%
Jun-12	89%
Dec-11	90%
Jun-11	93%
Dec-10	82%

**R**ECENT LARGE-SCALE EMERGENCIES continue to highlight the importance of UNHCR's ability to respond, in a timely and effective manner, to the needs of refugees and other persons of concern. It is evident, however, that UNHCR alone cannot respond to the complex and growing numbers of these emergencies.

For many years, UNHCR has benefited from emergency standby agreements with various governmental and non-governmental organizations. These allow the organization to deploy staff from the rosters of standby partners to serve in emergency operations, making the agreements an important part of UNHCR's emergency-response capacity. Regular contact with these partners continues to take place, and UNHCR participates in a United Nations coordination forum with standby partners.

In addition, partners from national NGOs contribute significantly to emergency response, particularly by increasing access to populations. National NGOs have a deep understanding of national and regional dynamics, as well

cy cooperation takes place both bilaterally and within the context of the Inter-Agency Standing Committee.

Strengthened by these collaborations, UNHCR will continue to lead the response to refugee emergencies

**STRENGTHENED BY THESE COLLABORATIONS,  
UNHCR WILL CONTINUE TO LEAD  
THE RESPONSE TO REFUGEE EMERGENCIES.**

as established relationships with local communities. UNHCR also continues to work closely with the World Food Programme, the Office for the Coordination of Humanitarian Affairs, and the United Nations Children's Fund, with which collaborations have been significantly strengthened. Inter-agen-

resulting from the conflicts in Mali, Sudan and South Sudan, and the Syrian Arab Republic, among others. At the same time, the agency will continue to contribute to inter-agency efforts to meet the needs of internally displaced persons and other affected populations. ■