

Leading, Coordinating & Delivering for Refugees & Persons of Concern

|Inclusivity| Predictability| Continuity



A bit of background: Refugee issues and implications on coordination



Why are refugees treated differently?

- International law and practice addresses refugee and internal displacement emergencies differently.
- Refugees are not citizens of the country of asylum and therefore have specific protection needs. They often have no or very limited access to services, material assistance, adequate housing, health care, education and employment opportunities and are sometimes restricted in movement (for example, confined to a camp), hence the status of being a refugee is a vulnerability in itself.
- The outflow of refugees across international borders creates an emergency situation which requires a coordinated response of its own, with regional dimensions, specific political sensitivities and obligations of governments under international law, and important long-term implications.
- Seeking to address these concerns, the UN established a specialised agency for refugee protection (UNHCR) to focus on refugees and their plight.

A bit of background: Refugee issues and implications on coordination



What is so different about UNHCR's mandate for refugees and why is it 'non-transferable' ?

The UN General Assembly [GA] in 1950, established the Mandate of the High Commissioner, to ensure that s/he *"would enjoy a special status within the UN ... possess[ing] the degree of independence and the prestige which would seem to be required for the effective performance of his functions."*

**Independence
&
Leadership**

The High Commissioner *"acting under the authority of the General Assembly, shall assume the function of providing international protection ... and of seeking permanent solutions for the problem of refugees."*

**Provider of "first
and last resort"
for protection,
assistance and
solutions for
refugees**

UNHCR's legal obligations places the High Commissioner and his Office at the centre of the international refugee response system, including in respect to leadership and coordination functions.

"The High Commissioner shall administer any funds, public or private, which he receives for assistance to refugees, and shall distribute them among the private and, as appropriate, public agencies which he deems best qualified to administer such assistance."

**Stewardship and
accountability for
finances**

A bit of background: Refugee issues and implications on coordination



The High Commissioner and his Office undertake *“through special agreements with Governments the execution of any measures calculated to improve the situation of refugees”*

Cooperation & Coordination with States

The High Commissioner has the Mandate in the *“effective coordination of measures taken to deal with this problem [the refugee problem].”* The High Commissioner is also empowered to *“invite the co-operation of the various specialized agencies”* and facilitate *“co-ordination of the efforts of private organizations concerned with the welfare of refugees”* to assist his Office in the performance of his mandate.

Coordination of refugee responses

The Mandate for refugees is a global one regardless of the location of the refugees (camp/urban settings) in emergency, non-emergency and mixed movements involving asylum-seeker and refugees.

Global Remit

Bound by legal instruments and UN resolutions, the Mandate is “non-transferable” meaning in no situation, stand-alone refugee or mixed, can accountability for refugee and persons of concern be transferred or delegated to another UN entity or other actor.

Accountability

See Note on the Mandate of the High Commissioner: www.unhcr.org/526a22cb6.html

A bit of background: Refugee issues and implications on coordination



Why are refugee operations coordinated differently from IDP or other humanitarian responses?

- In the cluster approach established in 2005 cluster leads are accountable to the Humanitarian Coordinator and the Emergency Relief Coordinator for coordination of cluster responses and finances. Since the Mandate and accountability for refugees and persons of concern is non-transferable, the cluster approach does not apply in refugee situations.
- Refugee protection and assistance is linked to the finding of durable solutions, which goes beyond the coordination of an emergency and humanitarian assistance and the intended scope and timeframe of the cluster approach.

A bit of background: UNHCR and IDPs/ cluster system



UNHCR is committed to alleviating internal displacement and works within the cluster system to address IDP emergencies. It co/leads three clusters.

In 2014/15 UNHCR cluster work:



20 field locations



24 field locations



19 locations



Photo: Aid delivery for IDPs in Eastern Aleppo/Syria- 2014

What is the Refugee Coordination Model (RCM)?



A framework for leading and coordinating refugee operations that:

1. Outlines Office's role and responsibilities in refugee & mixed situations
2. Reaffirms the integrity of the High Commissioner's mandate and accountability, and the UNHCR tradition of refugee leadership.
3. Offers an inclusive platform for planning and coordinating refugee operations
4. Clarifies coordination modalities in relation to wider humanitarian system

Why do we need the RCM?



While UNHCR has effectively led and managed refugee operations for decades per its legal and statutory obligations, it has not articulated a model of refugee coordination that is widely understood by partners.

The purpose of the RCM is to:

1. **Clarify** how UNHCR leads and coordinates a refugee response to staff and wider humanitarian community
2. **Deliver** timely, effective and quality protection for refugees
3. **Provide partners and others actors** a compelling framework that resonates with them
4. **Maintain accountability** for refugees in a situations where there are other humanitarian and development systems
5. **Demonstrate** that UNHCR can and does coordinate and lead in a streamlined, predictable, effective and inclusive manner

We are bound by our shared duty towards the people we serve and to whom we must deliver protection, assistance and solutions.

That is why good coordination is so essential - good, light and effective coordination.

*UNHCR High Commissioner
ExCom Closing Remarks- 2014*

WHAT CHANGES FOR PARTNERS?



In coordinating the refugee response UNHCR will:

1. Include partners in the contingency planning for the refugee response from the onset
2. Involve partners in strategic planning for refugee response plan and the protection and solutions strategy
3. Consult partners systematically on key decisions and strategies in the refugee response
4. Invite partners to co-coordinate sectors where expertise and capacity is available at the point of delivery
5. Provide partners with a fund-raising platform through the Refugee Inter-Refugee Response Plans
6. Establish Global Arrangements with partners to help address gaps in an emergency response in a predictable manner
7. Minimize duplication by streamlining coordination mechanisms and meetings in mixed IDP/refugee situations, particularly at the delivery level

Refugee Coordination In Mixed Situations



UNHCR-OCHA Joint Note on Mixed Situations

An agreement that outlines respective roles and responsibilities

Mixed situations: where IDP and/or other humanitarian response (natural disaster etc) exists with a refugee response in same country. IDPs and Refugees may be located in the same geographic areas.

Interface with other coordination structures/ use of sector or cluster capacities will be determined by operational context and

- Location of responses (geographically together, or separate)
- Size of refugee and IDP populations
- Capacity of UNHCR sectors / IDP clusters to deliver services according to the specific needs of both population groups

| Pragmatic | Collaborative | Efficient | Effective |

KEY PARAMETERS



- **Primary responsibility to protect refugees rests with states.** Coordination of the refugee response is determined by capacity and approaches of host government and builds on resources refugees and hosting communities.
- The Refugee Coordination Model **is applicable in all refugee situations and throughout the duration of a refugee response.**
- Refugee response does not only include UNHCR's operations, but those of partners as well.
- Certain aspects of the RCM **may contract or expand** when interfacing with IASC coordination mechanisms, there may be a **combination of coordination arrangements.**
- Refugee operations form **an integral part of overall humanitarian response** while at same time have flexibility to **stand alone for international protection and accountability**

Refugee Response Coordination – Key Elements

High Commissioner's Mandate Protection & Solutions

LEADERSHIP

UNHCR Representative works directly and in collaboration with the government to achieve the protection of refugees

STRATEGIC PLANNING

UNHCR Representative with partners and development actors leads contingency and response planning which is underpinned by protection and solution strategy.

- Inter-Agency Contingency Plan
- Refugee Response Plan
- Protection & Solutions Strategy

OPERATIONAL COORDINATION

Partner inclusive; efficient and predictable coordination

- UNHCR Refugee Coordinator/ Regional Refugee Coordinator
- UNHCR-led Refugee Protection Working Group
- Information management

RESOURCE MOBILISATION

Partner inclusive platform for raising funds

- Refugee Response Plan

DELIVERY

Sector service delivery with partners

- Co-chaired by Government/ partners and UNHCR

ADVOCACY

UNHCR Rep advocates with the Government in close collaboration with other protection actors

Accountability

Persons of concern

Key Element: LEADERSHIP



UNHCR Representative:

- **Leads the provision of international protection, humanitarian assistance and durable solutions for the entire refugee cycle.**
- maintains and exercises leadership and accountability for refugee operation with government, donors, humanitarian community and other stakeholders.

Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

- UNHCR Representative leads discussions with Humanitarian country team (HCT) and leads on the refugee matters ensuring coherence with overall humanitarian response.
- The Humanitarian Coordinator (HC), through leadership of humanitarian coordination facilitates the collective outputs: shared situational analysis; strategic plan; advocacy messages; system-wide resource mobilization.

Key Element: STRATEGIC PLANNING



UNHCR Representative:

In collaboration and joint planning with government, operational and development partners and other relevant stakeholders leads the development of:

- Inter-agency Contingency Plan
- Inter-agency Refugee Response Plan (RRP), which is underpinned by a Protection and Solutions Strategy

Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

- Involves key HCT members in the development of the Refugee Response Plan (RRP)
- Based on the RRP, coordinate the development of the 'Refugee Response Chapter' in the Strategic Response Plan (ex-CAP) for the country

Key Element: RESOURCE MOBILIZATION



UNHCR Representative:

- leads inter-agency process to develop the appeal in which agencies involved in the response are given a fund-raising platform.
- launches the appeal and advocates for the refugee response plan with in-country donors and humanitarian stakeholders

Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

UNHCR Representative supports the Humanitarian Coordinator on:

- wider resource mobilization efforts
- CERF and Pooled Fund applications, management and reporting procedures for refugee chapter of SRP

Key Element: OPERATIONAL COORDINATION



UNHCR will have predictable and collaborative coordination and will:

- Designate UNHCR Refugee Coordinator and Multi-sector operations team which includes sector co-coordinating agencies
- Establish robust and transparent information management systems
- Establish UNHCR-Led Refugee Protection Working Group/Task-Force
- Ensure coordination at point of delivery to maximize efficiency and impact for refugees and host communities

Key Element: OPERATIONAL COORDINATION



Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

- Refugee Coordinator will coordinate across and works closely with the Inter-cluster Coordinator and where feasible hold joint meetings with inter-cluster coordination group.
- Refugee Protection Working Group will work closely with the Protection Cluster and streamline meetings at field and capital level.
- Meetings can be held jointly or consecutively with Protection Cluster while retaining respective accountabilities. These meetings may be co-chaired by the Head of RPWG and Protection Cluster Coordinator.

Key Element: DELIVERY OF PROTECTION & SERVICES



UNHCR will ensure that

- agencies involved in response deliver quality and accountable services to persons of concern
- Sectors can be co-coordinated by Government or Partners where expertise and capacity is available at the point of delivery– based on clear criteria and consensus, with equal opportunity for local and national NGOs
- Rapid Emergency Response Agreements can be triggered for predictable response

Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

- Where IDPs and refugees reside in same locations, HC and ERC can decide to use UNHCR sectors or IASC cluster system based on considerations of capacity, optimal efficiency and effectiveness.
- Accountability for delivery to refugees rests with UNHCR, as for IDPs with the HC.

Key Element: **ADVOCACY**



UNHCR Representative:

- Maintains primary responsibility for advocacy with host government on refugee issues
- Mobilizes other protection and relevant actors and leads private/public advocacy on refugee issues

Additional actions in mixed situations (as outlined in the Joint UNHCR-OCHA Note)

The UNHCR Representative:

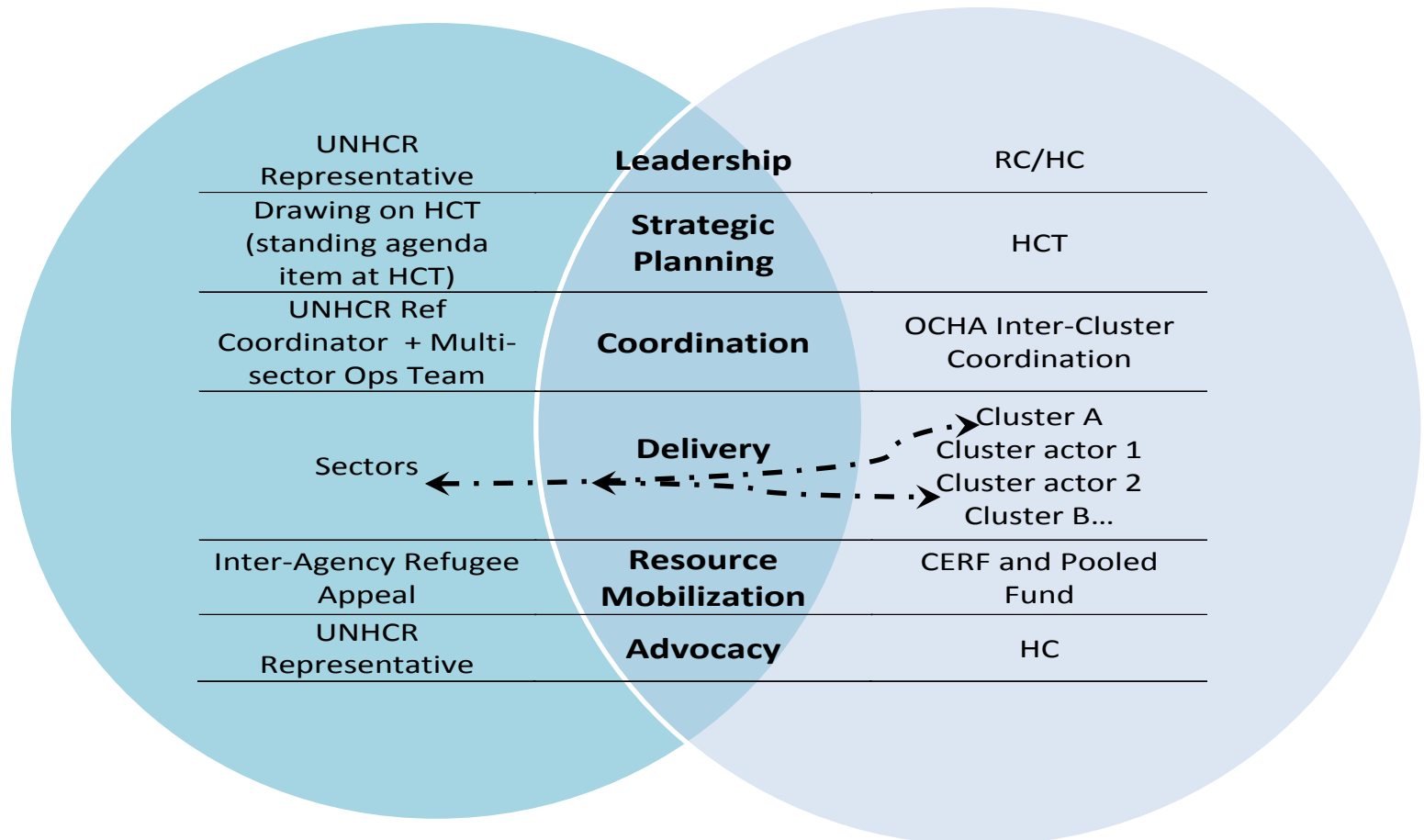
- Supports the overall advocacy efforts of the HC and HCT on other humanitarian issues
- Performs the specific advocacy role of the Protection cluster lead.

Coordination of Humanitarian Responses



Refugee Response

IDP Response



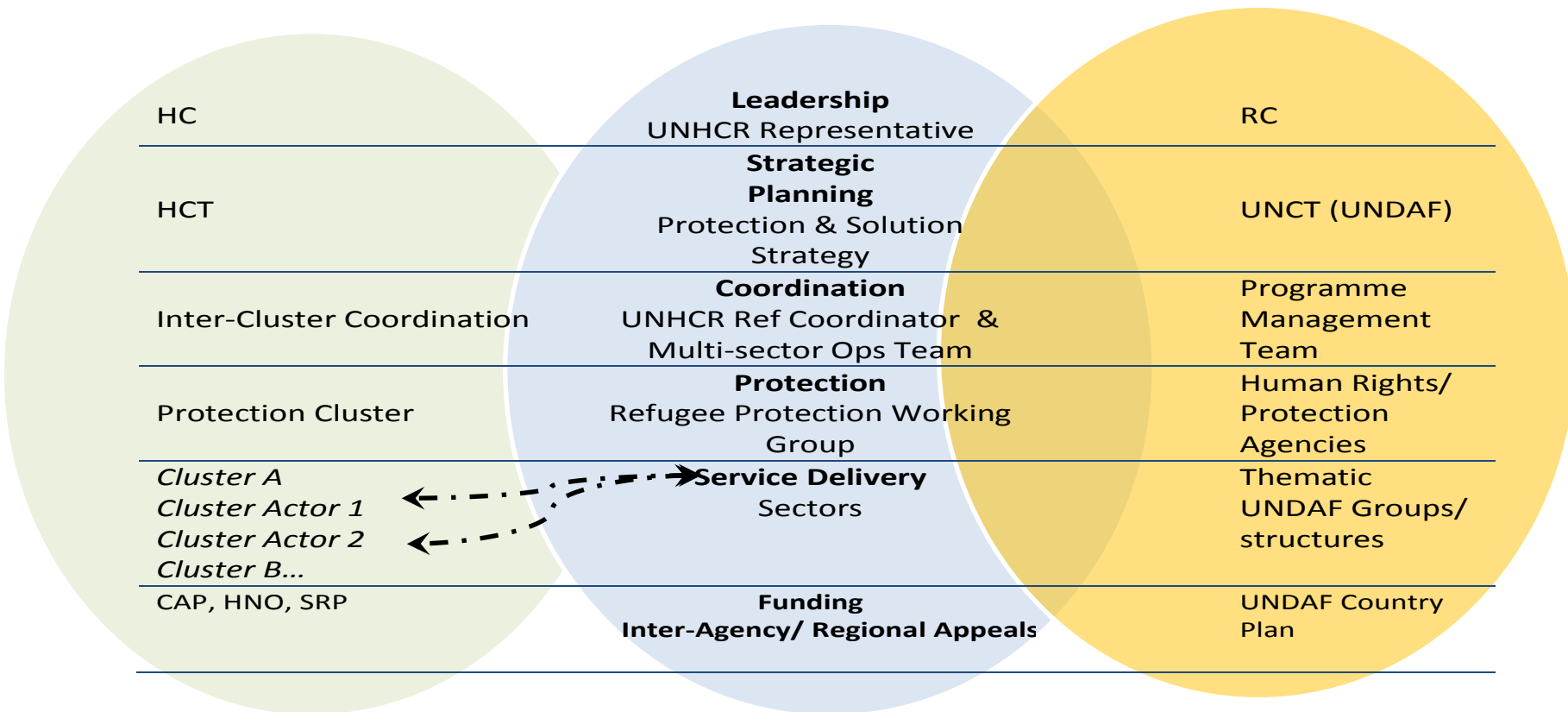
Refugee Responses- Protection & Solutions



Cluster system

Refugee system

Development system



Refugee Response Chapter in Strategic Response Plan



‘The UNHCR Representative, as a member of the HCT...ensures that the Refugee Response plan is an integral yet distinct part of the overall Strategic Response Plan’

- Excerpt from Joint UNHCR- OCHA Note

Strategic Response Plan Guidance & Refugees



PROCESS	3	A strategic response plan is prepared for a protracted or sudden onset emergency that requires international humanitarian assistance. The plan articulates the shared vision of how to respond to the assessed and expressed needs of the affected population.
PART I	3	
Country strategy.....	8	The strategic planning stage of the humanitarian programme cycle (HPC) is sparked when needs require a joint response. The strategic response plan is a response management tool for country-based decision makers, primarily the humanitarian coordinator (HC) and humanitarian country team (HCT), but also agency and non-governmental organization directors, managers and cluster coordinators. Its purpose is to support strategic decisionmaking based on solid analysis of the needs and concerns of the affected people.
Strategic Objectives.....	10	
Part II	11	
Cluster response plan.....	11	
Coordinated project planning.....	13	
Annex I: Key points on strategic planning	16	
Annex II: Roles and responsibilities	17	
Annex III: Examples of strategic objectives and indicators	18	

Note on terminology: The term “cluster” refers to sectoral coordination that uses the ‘IASC cluster approach’ introduced after 2005 as part of an effort to reform humanitarian response. However, the references to “cluster” in this guidance should be understood to refer to the range of sectoral coordination mechanisms that are in place in humanitarian response operations.

Note on coordination of refugee response: Where applicable, this guidance should be read in conjunction with the UNHCR’s *Note on Refugee Coordination and the ‘Joint UNHCR-OCHA Note on Mixed Situations (IDPs & refugees): Coordination in practice’*, 24 April 2014 (<http://www.unhcr.org/pages/538dd3da6.html>)

STRATEGIC RESPONSE PLAN

Guidance

Leadership, roles and responsibilities in producing a strategic response plan

Roles and responsibilities of the HC/HCT, OCHA, the inter cluster coordinator and cluster coordinators during the strategic response plan process are outlined below. Ensure that all involved actors understand the details. A smaller inter-agency group under the HCT can assist in developing the strategic response plan and ensure consistency and linkages between various stages of the process.

The UNHCR Representative leads on refugee preparedness and strategic response, in partnership with members of the HCT and government and development agencies. The Representative will ensure that the refugee response plan (RRP) is an integral yet distinct part of the overall SRP.

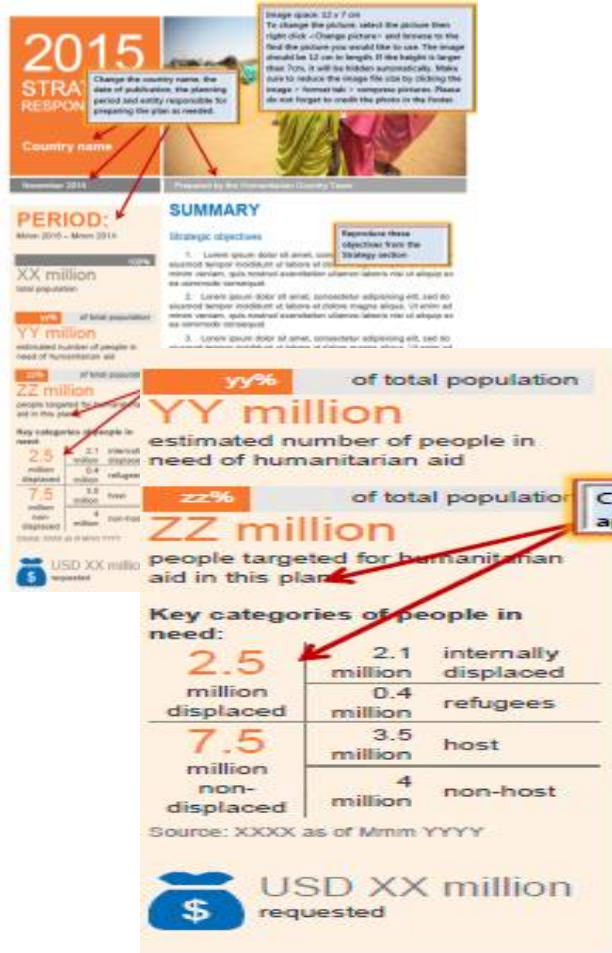
HC/HCT

The HC leads the strategic planning process and, together with the HCT, defines the overall vision and focus for humanitarian action. The HC/HCT should ensure the strategy is based on a thorough and consultative protection analysis and reflects the needs and concerns of the affected population.

Guidance issued by OCHA on 04/08/2014

Publicly available at OCHA website:

<http://www.humanitarianresponse.info/programme-cycle/space/page/strategic-response-planning>



2015 STRA RESPON
Country name

Change the country name, the date of publication, the planning period and entity responsible for preparing the plan as needed.

Image size: 12 x 7 cm
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Prepared by the [Organization] Country Team

PERIOD:
From 2015 - to 2016

SUMMARY
Strategic objectives

1. Lower gross dollar of asset, and increased tempo production of labor of...
2. Lower gross dollar of asset, consider adjusting...
3. Lower gross dollar of asset, consider adjusting...

Represent these objectives from the Strategy section

XX million total population
YY million estimated number of people in need of humanitarian aid
ZZ million people targeted for humanitarian aid in this plan

yy% of total population
YY million estimated number of people in need of humanitarian aid

zz% of total population
ZZ million people targeted for humanitarian aid in this plan

Key categories of people in need:

2.5 million displaced	2.1 million internally displaced
7.5 million non-displaced	0.4 million refugees
	3.5 million host
	4 million non-host

Source: XXXX as of Mmm YYYY

USD XX million requested

CONTENTS

Summary.....	1
Strategy.....	5
Strategic objectives and indicators.....	10
Cluster plans.....	11
Name of cluster.....	12
Refugee response chapter.....	15

REFUGEE RESPONSE CHAPTER

The refugee response chapter follows the cluster response plans and, ideally, uses the same format.

[END OF TEMPLATE]

Template issued by OHCA on 04/08/2014

Publicly available at OCHA website:

<http://www.humanitarianresponse.info/programme-cycle/space/page/strategic-response-planning>

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