

UNHCR Evaluation Management Response	
Evaluation title:	Evaluation of the UNHCR's Leadership of the Global Protection Cluster and field Protection Clusters
UNHCR evaluation reference:	2017/4
Entity that commissioned the evaluation:	UNHCR Evaluation Service
Date of Management Response:	21 02 2018

General comments on the evaluation:	
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<b>RECOMMENDATION 1:</b>	<b>Ensure each FPC has clear performance targets.</b> In line with IASC guidance, UNHCR as CLA should ensure that each FPC has specific performance targets that include a strategy with an associated work plan and a commitment to use the CCPM on an annual basis. This would demonstrate effective management of the cluster and strengthen accountability.				
<b>Management response:</b>	<input type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input checked="" type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	FPCs already set operational performance targets through Humanitarian Response Plans, for which they are accountable to the RC/HC. Additional performance targets against adherence to a process, based on formal bureaucratic requirements, are an unnecessary distraction from operational priorities. FPCs are encouraged and supported to develop strategies and work-plans – and the GPC has targets for the number of country strategies, with a target of 100% within three years. The Cluster Coordination Performance Monitoring is conducted on a regular, if not annual, basis notwithstanding its questionable utility in measuring performance of the cluster.				
<b>Unit or function responsible:</b>	Field Protection Clusters/Bureaux				
Top line planned actions	By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
				Status	Comments

<b>RECOMMENDATION 2:</b>		<b>Promote routine establishment of Strategic Advisory Groups (SAGs) in FPCs with a clear mandate.</b> UNHCR should promote the routine establishment of SAGs in FPCs that is representative of its members and has a mandate to set strategic direction, agree policy positions, manage disagreements and monitor progress.				
<b>Management response:</b>		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>						
<b>Unit or function responsible:</b>		<b>GPC Ops Cell and FPCs</b>				
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	Establish SAGs in FPCs	FPCs	This is already part of the TA Reference Module	On-going		

<b>RECOMMENDATION 3:</b>		<b>Provide guidance to strengthen understanding of UNHCR's CLA responsibilities to Country Offices.</b> There is a need to strengthen understanding of UNHCR's CLA responsibilities to Country Offices. Guidance should be provided which outlines the responsibilities of Country Representatives in managing the performance of cluster coordinators, and describes their role in facilitating the work of clusters in a way that is consistent with their neutrality and that allows effective functioning.				
<b>Management response:</b>		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>						
<b>Unit or function responsible:</b>		<b>UNHCR HQs and DIP</b>				
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	A communications and change management strategy linked to the new IDP policy is planned, as well as	Chief, IDP Section		31 December 2018	On-going	Internal Note for UNHCR Representatives on

	senior management messaging and mainstreaming changes to corporate training programmes.					Protection Leadership in Complex Humanitarian Emergencies was already issued. Additional guidance will be subsumed within the development of UNHCR's new IDP policy and guidance.
2	Development of UNHCR's new IDP Policy and Guidance	Chief, IDP Section		31 December 2018	On-going	

<b>RECOMMENDATION 4:</b>	<b>UNHCR should initiate a discussion with the AoRs with the objective of strengthening guidance on PoLR.</b> The existing guidance on PoLR should be developed further to provide unambiguous and unequivocal delineation of PoLR responsibility within the Protection Cluster specifically. This delineation should allow for different modalities in different contexts but criteria for such should be specified in the guidance.
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree
<b>Reasons (if partially agree or disagree):</b>	The delineation of responsibility within protection was already made clear among partners as far back as 2005. Since then, partners have either strengthened the predictability of response (UNHCR, UNICEF), taken on responsibility (UNFPA, UNMAS) or dropped out (UNDP, UN-Habitat). The concept of PoLR was already bound by the caveat of sufficient funding and no detriment to existing mandates (e.g., no impact on the right to asylum) and its ambiguity has proved constructive (e.g., by allowing NRC to take over from UN-Habitat on the issue of HLP) rather than unhelpful. As part of its IDP Operations Review, UNHCR wants to move beyond the concept of PoLR to become "first port of call" and not wait for others to act before determining its own operational response, in line with the UNHCR's Strategic Directions.

Unit or function responsible:		UNHCR and GPC Ops Cell				
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	Initiate discussion with AORs	GPC Coordinator		30 June 2018	On-going	A discussion has been initiated with the AORs, during which UNFPA has engaged most strongly in affirming its PoLR role in GBV.

<b>RECOMMENDATION 5:</b>	<b>Act on feedback to strengthen the diversity of the protection cluster through developing guidance on improving cluster engagement with local actors.</b> UNHCR should act on feedback, received during the consultations for the 2016-19 strategy, on the importance of strengthening the diversity of the protection cluster. As part of its commitment to supporting localisation, the GPC has included local NGOs in its new governance structure. It is now important for this shift in emphasis to move from the global to the local. Therefore, the GPC Operations Cell should engage with the GPC membership to develop guidance for how the cluster can transform the way in which it engages with local actors which should address issues of representation in governance structures, leadership, capacity development and access to funding.					
<b>Management response:</b>	<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree					
<b>Reasons (if partially agree or disagree):</b>						
<b>Unit or function responsible:</b>	GPC Ops Cell					
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	Development of new working methods to facilitate inclusion of local actors	CP AOR	The work of the CP AOR, on behalf of the GPC and with funding mobilised by the GPC, may not be	31 December 2018	On-going	This was already in hand at the time of the evaluation. The GPC received money

			sufficiently broad to be useful to the entire sector.			from ECHO to fund work through the Child Protection AOR and the International Rescue Committee on improving cluster engagement with local actors
<b>RECOMMENDATION 6:</b>		Ensure that FPCs routinely have MoUs in place with all co-leads. To ensure clarity on the respective roles and responsibilities of protection cluster leads and co-leads, and in line with IASC guidance, UNHCR as CLA should ensure that FPCs routinely have MoUs in place with all co-leads.				
<b>Management response:</b>		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>						
<b>Unit or function responsible:</b>		FPCs and UNHCR Reps				
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	Development of standard templates	GPC Operations Cell		31 January 2018	Completed	Several examples of MoUs exist and are shared on the GPC website. Further guidance is unnecessary and there is no demand from the field for standardization.

<b>RECOMMENDATION 7:</b>	<b>Improve accessibility of key country-level documents.</b> In order to strengthen local engagement in FPCs, UNHCR should routinely translate key country-level documents into relevant languages. At a minimum, the GPC Operations Cell should ensure that core documents are translated into French, Spanish and Arabic.				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	Several key global documents have already been translated, e.g., the IDP Protection Handbook, the IASC Protection Policy and several FPCs operate mainly or solely in the local language, e.g., Ukraine, Francophone and produce documents in local languages. The GPC operates an on-line Community of Practice in Arabic, French, Spanish and English and ensures it can operate in all key languages. Funding for the translation of more documents was rejected by ECHO on the grounds of waste of money.				
<b>Unit or function responsible:</b>	<b>GPC Ops Cell and FPCs</b>				
<b>Top line planned actions</b>	<b>By whom</b>	<b>Potential limitations, risks and constraints</b>	<b>Expected completion date</b>	<b>Progress</b>	
				<b>Status</b>	<b>Comments</b>

<b>RECOMMENDATION 8:</b>	<b>Provide guidance for protection clusters on engaging government.</b> UNHCR as CLA should develop non-prescriptive guidance for protection clusters providing an overview of the strengths and weaknesses of government engagement in protection clusters.				
<b>Management response:</b>	<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>					
<b>Unit or function responsible:</b>	GPC Ops Cell				
Top line planned actions	By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
				Status	Comments
See response to Recommendation 5					The GPC already has a work-stream on this subject, partially being taken forward through the localization project.

<b>RECOMMENDATION 9:</b>	<b>Undertake a strategic review of the GPC/AoR relationship.</b> UNHCR should initiate a process to strategically review how the GPC/AoR relationship is structured with a view to clarifying and strengthening collaboration and maximising effectiveness and efficiencies.				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	The relationship between the GPC and AORs is under constant review and evolution, and is also subject to the outcomes of annual bilateral consultations between UNHCR and its sister agencies. The current relationship is characterized by a much more deliberate pooling of resources and synergy and a conscious effort to strengthen the AORs, particularly in Mine Action and HLP. A more formal strategic review may be required at a later stage, pending elaboration of the SG reforms of the UN development system, peacekeeping and the OCHA Change Management Review and it would be premature to initiate at this point.				

<b>Unit or function responsible:</b>		<b>GPC Ops Cell</b>				
<b>Top line planned actions</b>		<b>By whom</b>	<b>Potential limitations, risks and constraints</b>	<b>Expected completion date</b>	<b>Progress</b>	
					<b>Status</b>	<b>Comments</b>



<b>RECOMMENDATION 10:</b>	<b>Improve recruitment processes and strengthen performance management and capacity building.</b> It will be important to continue and conclude the process initiated by DHRM and DIP to review the protection cluster coordination job descriptions and create separate protection cluster coordination group in the functional groups. UNHCR should also promote the participation of GPC Operations Cell staff in 360° performance reviews for protection cluster coordinators. The Operations Cell should initiate an annual CCPM process across FPCs as a means of strengthening the GPC's targeting of field support and training.				
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	The first part of the recommendation is being taken forward by DHRM, with the catalytic support of the Special Adviser on Internal Displacement, working in close collaboration with the Global Clusters. The second part of the recommendation should be rejected as the GPC, as a team within a HQ Division, has no operational responsibility for the performance management of staff in the field but only a support role. The third part of the recommendation is addressed above and an annual CCPM exercise would not benefit the GPC's targeting of support, which is based upon operational priorities and capacity of the Operations Cell.				
<b>Unit or function responsible:</b>	<b>GPC Ops Cell, Bureaux, DIP, DHRM</b>				
<b>Top line planned actions</b>	<b>By whom</b>	<b>Potential limitations, risks and constraints</b>	<b>Expected completion date</b>	<b>Progress</b>	
				<b>Status</b>	<b>Comments</b>
1	Strategic Workforce Planning Initiative	DHRM	31 December 2018	On-going	This relates only to the first part of the recommendation.

<b>RECOMMENDATION 11:</b>	<b>Revise membership of the Protection Programme Reference Group.</b> The membership of the Protection Programme Reference Group should be revised to include representation from NGOs which play cluster co-lead roles.				
<b>Management response:</b>	<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>					
<b>Unit or function responsible:</b>	<b>GPC Ops Cell</b>				

Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	None			31 March 2017	Completed	This recommendation is otiose as membership of the PPRG was already revised in March 2017 to include lead and co-lead agencies from the field.

<b>RECOMMENDATION 12:</b>	<b>Include key performance indicators in annual work plans.</b> The GPC Operations Cell should develop indicators to measure progress against the implementation of its annual work plan.																							
<b>Management response:</b>	<input type="checkbox"/> Agree <input checked="" type="checkbox"/> Partially agree <input type="checkbox"/> Disagree																							
<b>Reasons (if partially agree or disagree):</b>	Some targets have been set in the new bi-annual work-plan and others form part of agreements with donors. However, for some areas of work, e.g., advocacy, field support, the value of set targets is questionable.																							
<b>Unit or function responsible:</b>	<b>GPC Ops Cell</b>																							
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<b>RECOMMENDATION 13:</b>	<b>Strengthen advocacy on the centrality of protection.</b> UNHCR should strengthen its advocacy on the centrality of protection by more formally including key partners and allies in the preparation of advocacy products. The GPC Operations Cell should set out a process for engaging with a small group of key advocacy partners.
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<b>Management response:</b>	<input type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input checked="" type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>	The evaluation doesn't properly differentiate advocacy on the centrality of protection from particular operational issues. On the former, the GPC already constitutes a broad-based group to produce e.g. an annual review on the centrality of protection, thematic reports, round-tables etc. On the latter, the FPCs produce advocacy briefs, Critical Issues Notes, thematic reports on HLP etc. and occasional GPC Alerts, which are produced by the collective. The GPC Coordinator has to use his/her judgment about the balance between speed and effectiveness in advocacy on an issue, without being tied to an inflexible process.				
<b>Unit or function responsible:</b>	<b>GPC Ops Cell and FPCs</b>				
<b>Top line planned actions</b>	<b>By whom</b>	<b>Potential limitations, risks and constraints</b>	<b>Expected completion date</b>	<b>Progress</b>	
				<b>Status</b>	<b>Comments</b>

<b>RECOMMENDATION 14:</b>		<b>Strengthen coordination of engagement and advocacy on IDP protection across the agency.</b> UNHCR's interlocutors with the IASC bodies are located in different divisions of the organisation and there is scope to strengthen the links between the Chief of the Inter-Agency Coordination Service, the Director of DESS, the coordinator of the GPC, the coordinator of the Global Shelter Cluster, and the Coordinator of the Global CCCM Cluster for the purpose of coordinating engagement and advocacy on IDP protection.				
<b>Management response:</b>		<input checked="" type="checkbox"/> Agree <input type="checkbox"/> Partially agree <input type="checkbox"/> Disagree				
<b>Reasons (if partially agree or disagree):</b>						
<b>Unit or function responsible:</b>		Executive Office, GPC Ops Cell, DIP, DESS, IACS, DER, DPSM				
Top line planned actions		By whom	Potential limitations, risks and constraints	Expected completion date	Progress	
					Status	Comments
1	Change Management: Establishment of new Partnership Service in DER	DIP/GPC in coordination with the Head, IACS		31 December 2018	On-going	