

# Challenges of Humanitarian Assistance Coordination

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# What is Global Humanitarian Assistance?



A generic term used to describe the aid and action designed to save lives, alleviate suffering and maintain and protect human dignity during and in the aftermath of emergencies.

# Humanitarian Principles



- Humanity
- Neutrality
- Impartiality
- Independent
- – (*UN General Assembly resolution 46/182, 1991*)

- Inter-Agency Standing Committee ( IASC ) is a unique inter-agency forum for coordination, policy development and decision-making;
- The IASC was established in June 1992 in response to United Nations General Assembly Resolution [46/182](#) on the strengthening of humanitarian assistance;
- General Assembly Resolution [48/57](#) affirmed its role as the primary mechanism for inter-agency coordination of humanitarian assistance;

# Inter-Agency Standing Committee (IASC)

**IASC** Inter-Agency  
Standing Committee



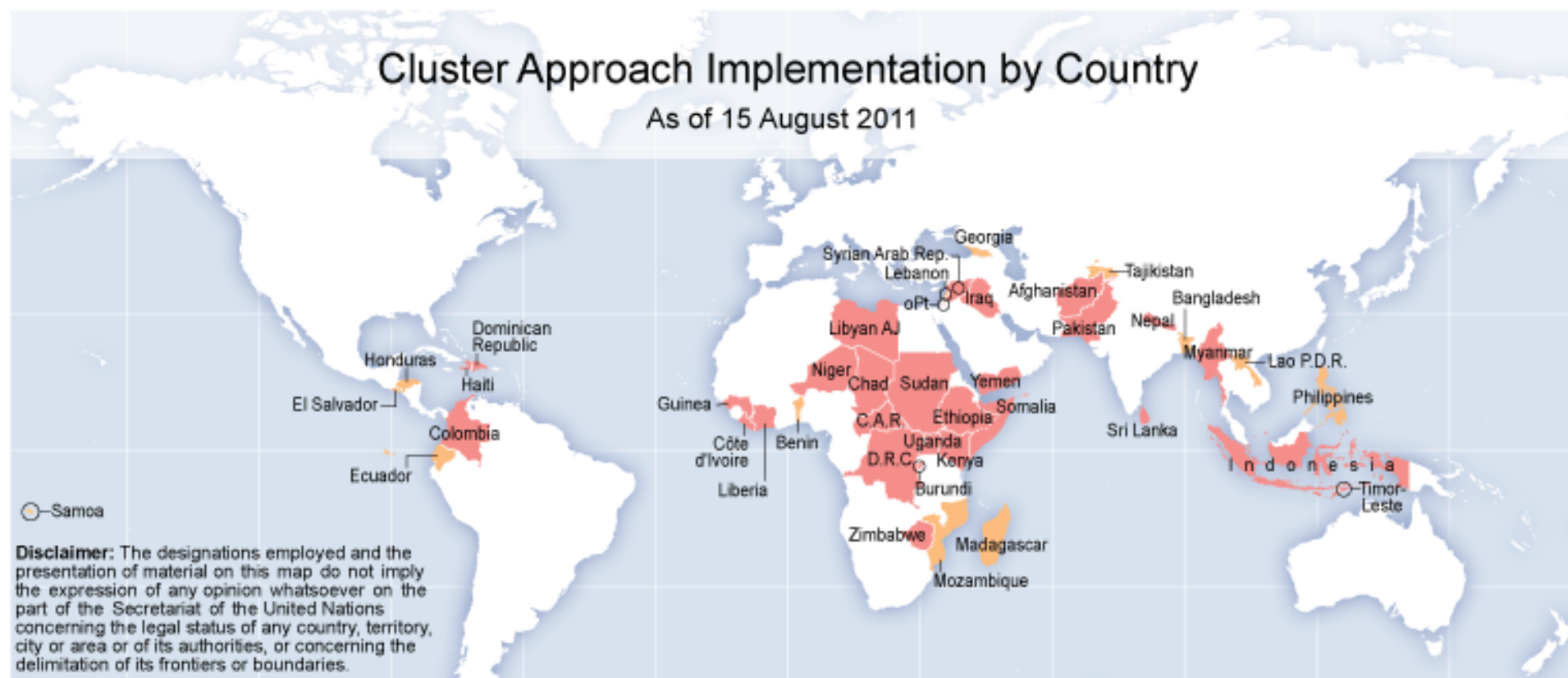
# Humanitarian Reform and the Global Cluster Approach



- A mechanism for sector coordination introduced by the UN in December 2005
- Humanitarian reform seeks to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership;
- It is an ambitious effort by the international humanitarian community to reach more beneficiaries;

# Cluster Approach Implementation by Country

As of 15 August 2011



**Disclaimer:** The designations employed and the presentation of material on this map do not imply the expression of any opinion whatsoever on the part of the Secretariat of the United Nations concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontiers or boundaries.

**Humanitarian Coordinator (HC) Countries**

**Resident Coordinator (RC) Countries**

# What does Cluster Approach Do?



- The Cluster Approach aims to strengthen overall response capacity as well as the effectiveness of the response in five key ways:
- First, the approach aims to ensure **sufficient global capacity** is built up and maintained;
- Second, the approach ensures **predictable leadership** in all the main sectors/areas of response;



# Cluster Approach...





- Third, the approach is designed around the **concept of partnerships** (i.e. clusters) between UN agencies, the International Red Cross and Red Crescent, international organizations and NGOs;
- Fourth, the approach strengthens **accountability**;
- Fifth, the approach aims to improve **strategic field-level coordination and prioritization**;

# Coordinated Assessment

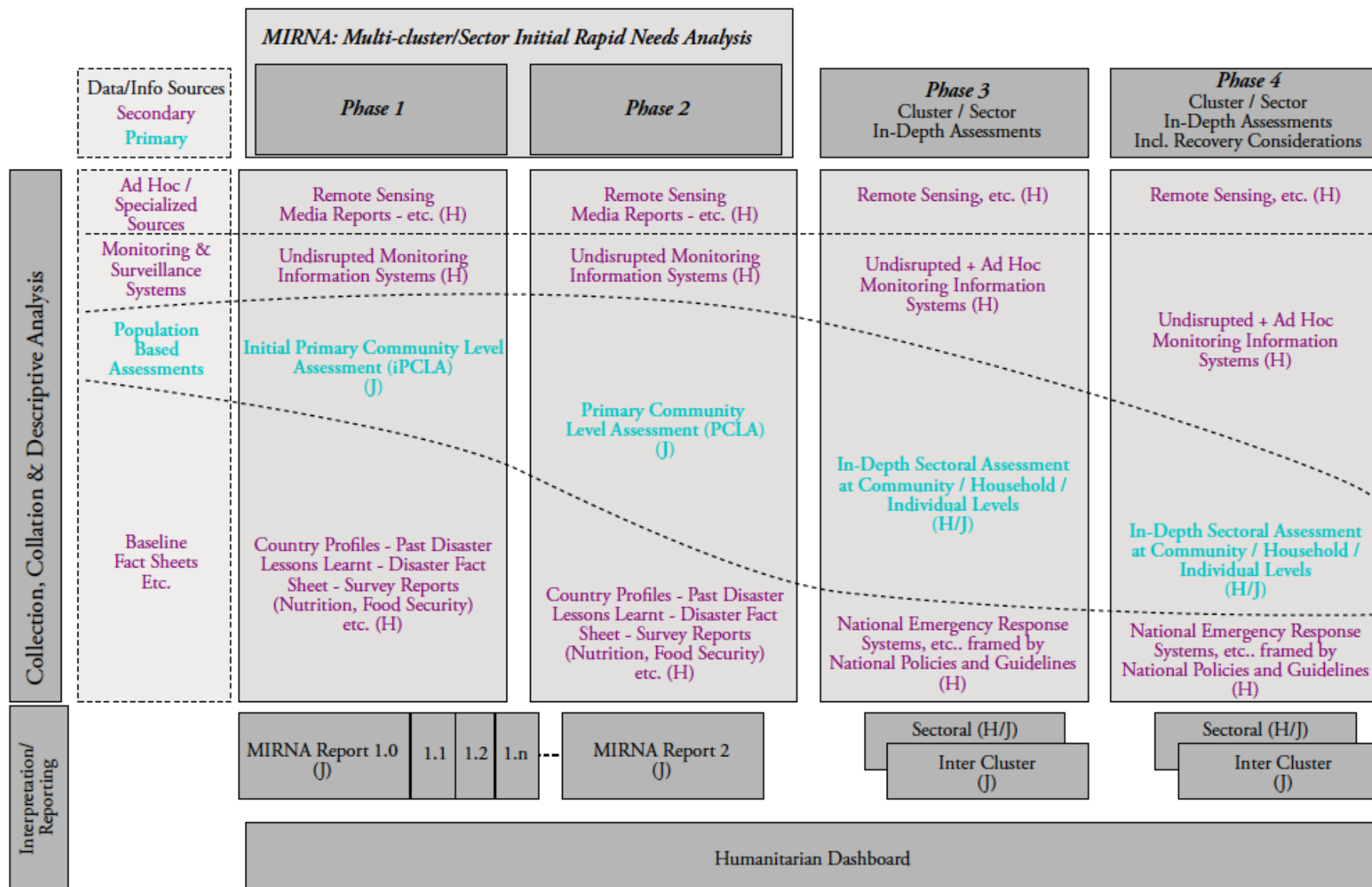


Coordinated assessment means assessments which are planned and carried out in partnership by humanitarian actors, in order to document the impact of a particular crisis and identify the needs of the affected population, with the results shared with the broader humanitarian community.

	PREPAREDNESS	SAVING AND SUSTAINING LIVES AND RE-ESTABLISHING ESSENTIAL SERVICES		SAVING LIVELIHOODS AND RE-ESTABLISHING ESSENTIAL SERVICES	
TIMING	PHASE 0 Before	PHASE 1 72 hours	PHASE 2 Week 1-2	PHASE 3 Week 3+	PHASE 4 Second month +
RECOMMENDED TYPE OF COORDINATED ASSESSMENT	Coordinated Assessment Preparedness	Initial Assessment for Preliminary Scenario Definition	Multi Cluster/Sector Rapid Assessment	Single Cluster/ Sector Coordinated In-depth Assessments, harmonized across Clusters/Sectors (any single agency assessments should be coordinated by Cluster/Sector Coordinators)	Continued Single Cluster/ Sector Coordinated In-depth Assessments, with (early) Recovery considerations, harmonized across Clusters/Sectors (any single agency assessments are coordinated by Cluster/Sector Coordinators)
					
ASSESSMENT TYPE & PURPOSE	Coordinated assessment preparedness planning and gathering pre-crisis data	Initial Assessment to <ul style="list-style-type: none"> <li>Estimate scale &amp; severity of the impact of the event</li> <li>Locate affected populations</li> <li>Inform initial response decisions</li> <li>Inform Phase-2 rapid assessments</li> </ul>	Rapid assessment to <ul style="list-style-type: none"> <li>Inform initial planning of humanitarian response, highlighting priority actions</li> <li>Define focus for follow-on in-depth assessments</li> <li>Establish the baseline for monitoring</li> </ul>	In-Depth Assessment to: <ul style="list-style-type: none"> <li>Analyze situation and trends</li> <li>Adjust ongoing response</li> <li>Inform detailed planning for humanitarian relief/early recovery,</li> <li>Establish baseline for operational and strategic / performance monitoring</li> </ul>	In-Depth Assessment to: <ul style="list-style-type: none"> <li>Situation and trend analysis</li> <li>Inform phasing out of the life sustaining activities</li> <li>Inform detailed planning for humanitarian relief and (early) recovery</li> <li>Feed into performance monitoring</li> </ul>
METHODOLOGY FOR DATA COLLECTION	<ul style="list-style-type: none"> <li>Prepare and agree on assessment formats, indicators and tools</li> <li>Organize preparedness trainings and if possible simulations</li> <li>Establish procedures &amp; responsibilities.</li> <li>Prepare Common Operat'l Datasets (CODs), P-Codes, and Key Humanitarian Indicators</li> <li>Gather Baseline data</li> <li>Fact sheets and lessons learned disasters</li> </ul>	<ul style="list-style-type: none"> <li>Mostly secondary data: pre-crisis information, surveys and reports prior to the event, fact sheets.</li> <li>Primary data: initial reports from the field, media flyovers, satellite imagery. Direct observation from quick visits to field (if feasible). Information from still functioning monitoring and reporting systems</li> <li>Use Initial CODs</li> </ul>	<ul style="list-style-type: none"> <li>Secondary data; various sources</li> <li>Primary data as in phase 1, complemented by site visits purposively selected, conducting community / key informant interviews</li> <li>Unit of measurement for site visits is Community (e.g. village, camp or neighborhoods), or Institutions (e.g. schools, health facilities).</li> <li>Use simple agreed form with key questions</li> <li>Use Expanded CODs and Key Humanitarian Indicators</li> </ul>	<ul style="list-style-type: none"> <li>Secondary data; various sources</li> <li>Use harmonized sector/cluster specific tools</li> <li>Primary data as in phase 2, but now site visits through purposive and representative sampling methods (using more detailed sectoral surveys questionnaires).</li> <li>New data from (re)-established monitoring systems</li> <li>Unit of measurement as in phase 2, but now also household &amp; individual.</li> <li>Use Comprehensive CODs, Key &amp; comprehensive humanitarian indicators</li> </ul>	<ul style="list-style-type: none"> <li>Sources and Methods as in Phase 3</li> <li>For recovery assessment use additional guidance for recovery assessment (Damage and Loss Assessment and sectoral PDNA guidance)</li> <li>In case of complex emergencies; conflict analysis</li> </ul>
INFORM FUNDING PROPOSALS	<ul style="list-style-type: none"> <li>Proposals for preparedness</li> </ul>	<ul style="list-style-type: none"> <li>Allocation of preliminary emergency funding</li> <li>Initial Flash Appeal</li> <li>First response proposals</li> </ul>	<ul style="list-style-type: none"> <li>Emergency response proposals</li> <li>Revision of Flash Appeal (occurs within one month of Initial Flash Appeal)</li> </ul>	<ul style="list-style-type: none"> <li>Revised emergency response proposals.</li> <li>National Recovery and Reconstruction Plan</li> </ul>	<ul style="list-style-type: none"> <li>Nat'l Recovery &amp; Reconstruction Plan</li> <li>Consolidated appeal.</li> <li>Inputs for the Post Disaster Needs Assessment</li> </ul>
OUTPUTS	<ul style="list-style-type: none"> <li>Assessment preparedness plan agreed by HCT</li> <li>Compiled pre-crisis data</li> <li>Humanitarian Dashboard</li> </ul>	<ul style="list-style-type: none"> <li>Preliminary Scenario Definition (within 3 days)</li> <li>Humanitarian Dashboard</li> </ul>	<ul style="list-style-type: none"> <li>MIRA Report (within 14 days)</li> <li>Humanitarian Dashboard</li> </ul>	<ul style="list-style-type: none"> <li>Sector/Cluster Reports</li> <li>Humanitarian Dashboard</li> </ul>	<ul style="list-style-type: none"> <li>Sector/Cluster Reports</li> <li>PDNA &amp; Recovery Framework</li> <li>Humanitarian Dashboard</li> </ul>

# Coordinated Assessments

- » Relative importance in time of the different Sources of Information in Needs Analysis
- » Recommended Levels of Coordination (J: Joint or H: Harmonized) for Data Collection, Collation, Descriptive Analysis, Interpretation and Reporting



# Donini's Classification of Humanitarian Assistance Coordination



- Coordination by Command
- Coordination by Consensus
- Coordination by Default

# Coordination by Command



UNFPA Turkey sent a request to UNFPA Executive Director (ED) for 250 tents for victims of Van Earthquake at **17:18 on 25 October 2011**. In two and half hours, at **19:38**, the ED approved it. Within hours, the whole humanitarian systems of UNFPA in New York, Geneva and Copenhagen geared up to procure 250 tents. This in fact, cut all bureaucracy and served the expressed need of the host government.



Works when a single organization with clear chain of command is involved

# Coordination by Consensus



- Works better in settings where negotiations at local level are prime concern because of contextual reality. Here, leadership with strong negotiation skills, personable trait and trust is important.
- West Sumatra (Indonesia) was a good example where UN, INGOs, national and local government and community work together a consensus basis.

# Coordination by Default



- Where agencies are coordinated based on their agreed division of labor
- Cluster Approach is good example for coordination by default
- Successfully used in Jogjakarta (Indonesia) earthquake in 2006



# We cannot box “coordination” in a straight jacket



- It is context dependent
- It is becoming more difficult as we are blurring the line between political and humanitarian actions
- Political dominance over humanitarian issues is in one end of the spectrum to pure humanitarianism with impartiality, neutrality and independence on the other.

# Critical role of coordination when “we need to do less”



- Effective coordination by United Nations ensured unnecessary interventions by international agencies in “Syrian refugee” camps in Hatay, Turkey;
- UN visited two camps and found the arrangement made by the Turkish government and Turkish Red Crescent was of excellent quality;
- Turkey set up a new standard of management and services for the humanitarian community.

# Humanitarian Emergency Response Review

## by UK



“Regrettably, the leadership, management and coordination of the international community’s efforts have not risen even to the challenges we currently face. Unless we radically improve the quality of the leadership of the international effort in humanitarian crises, we will not succeed in dealing with what is ahead.”

*-HERR, UK, 2011*

# Review of Humanitarian Response



- A mixed image of the present response capacity of the international system;
- A global vision of the necessary reforms and a shared plan of action is lacking;
- Humanitarian organizations and donors acknowledge that the humanitarian response provided is not good enough;
- In nearly all the organizations, strategies exist or are being developed to address major shortcomings;

# Review of Humanitarian response...



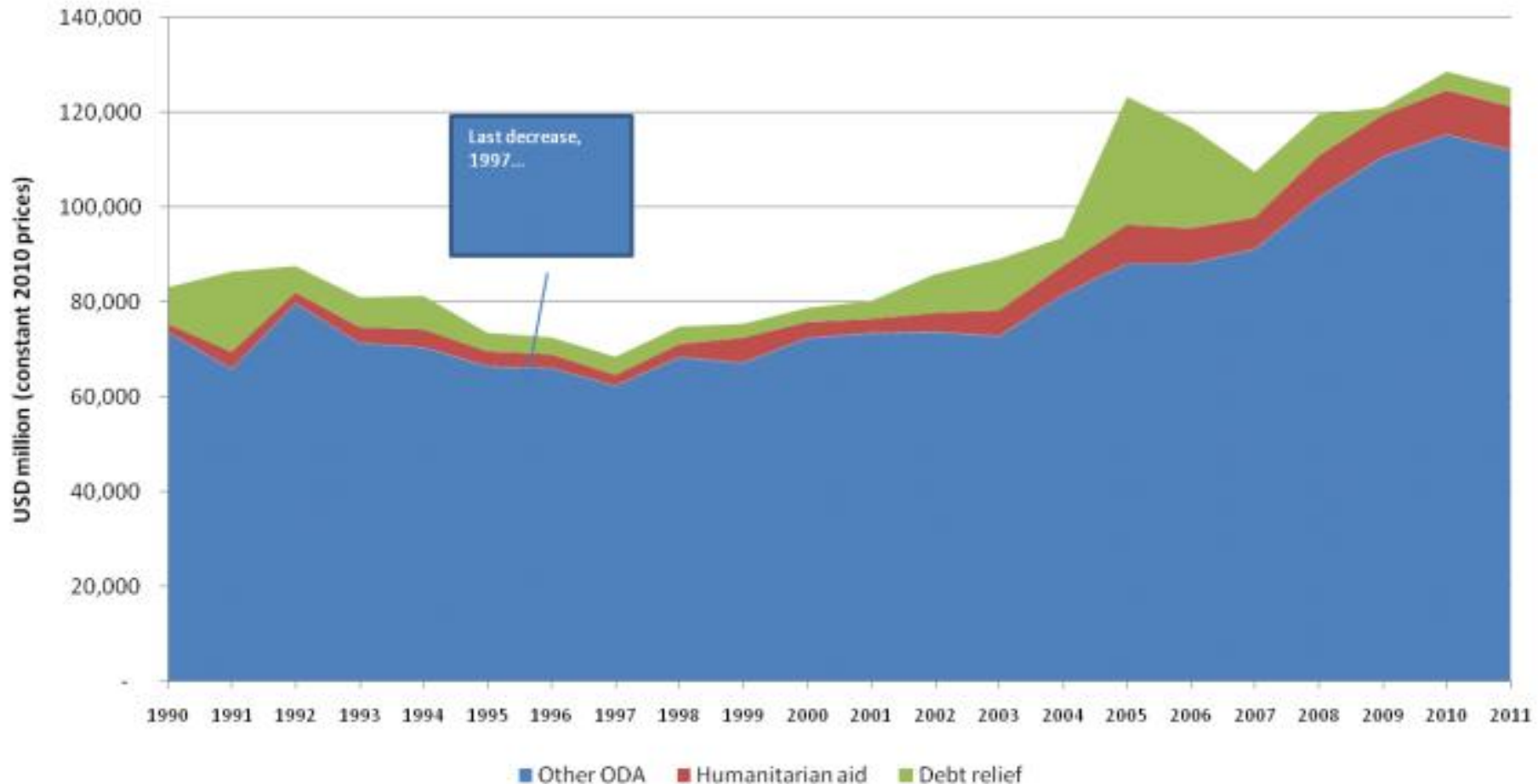
- UN agencies and non-agencies are working in silos;
- In the area of human resources, major shortcomings in managerial capacities are acknowledged;
- Recruitment policies, in particular during emergencies, fail to provide, in a timely fashion, the number and quality of required staff;

# Review of Humanitarian response...

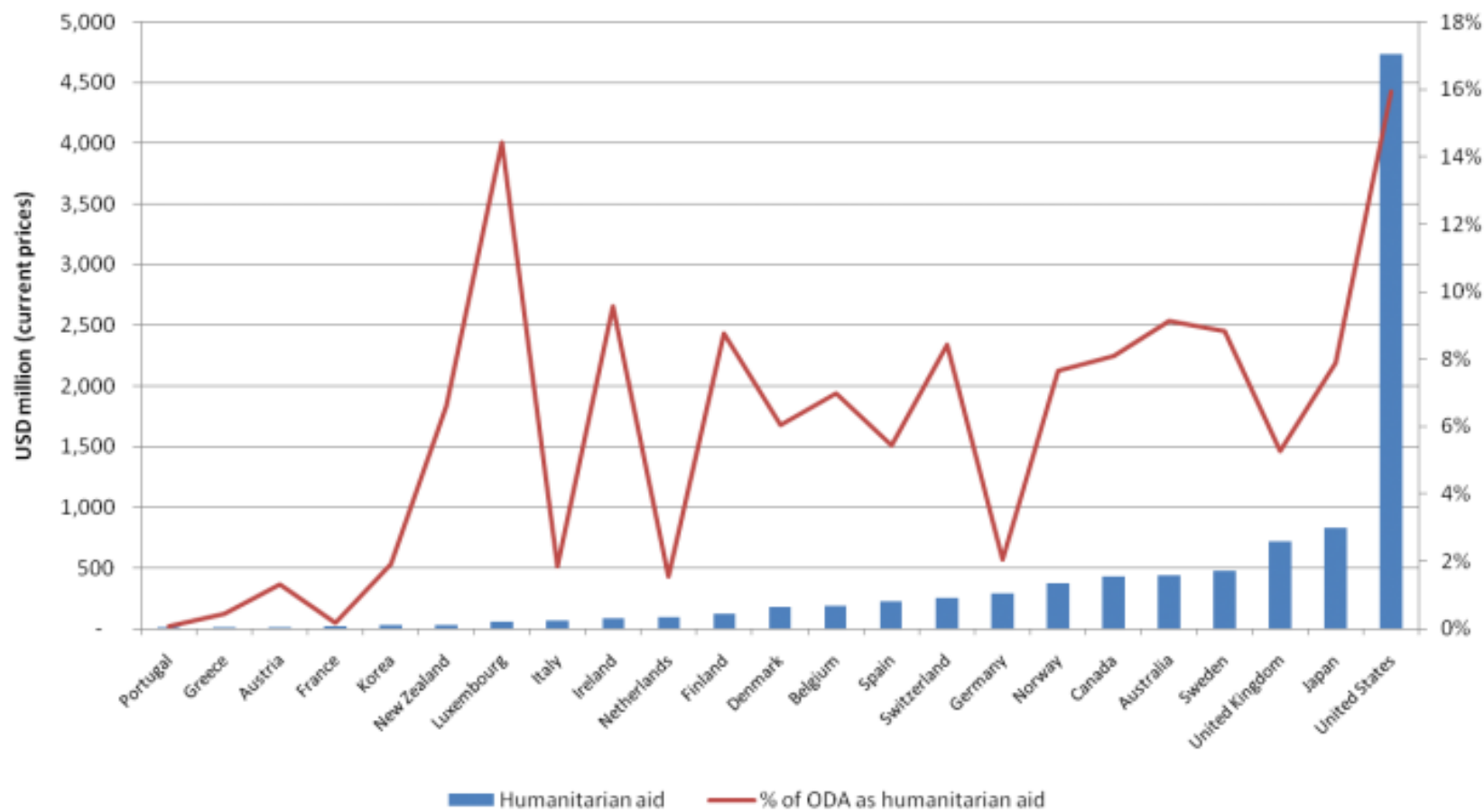


- Almost all recent operations have disclosed a weakness in the sector of camp management;
- The assumed capacity of individual organizations regarding surge capacities is not consistent with the actual capacity they possess.
- As far as international humanitarian coordination is concerned, there are limited linkages and collaboration
- In its current form and structure, the performance of the UN humanitarian coordination is personality dependent.

# The 2011 decrease in aid from DAC donors: a new era?



# Humanitarian Aid by DAC



Source: [OECD online database](#). Accessed April 2012



# HRI

# 2011

## THE HUMANITARIAN RESPONSE INDEX

### PILLARS OF DONOR PRACTICE

1

#### RESPONDING TO NEEDS

Are donors' responses based on needs of the affected populations and not subordinated to political, strategic or other interests?

2

#### PREVENTION, RISK REDUCTION AND RECOVERY

Do donors support strengthening local capacity, prevention of future crises and long-term recovery?

3

#### WORKING WITH HUMANITARIAN PARTNERS

Do donors' policies and practices effectively support the work of humanitarian organisations?

4

#### PROTECTION AND INTERNATIONAL LAW

Do donors respect and promote international humanitarian law, and actively promote humanitarian access and protection of civilians?

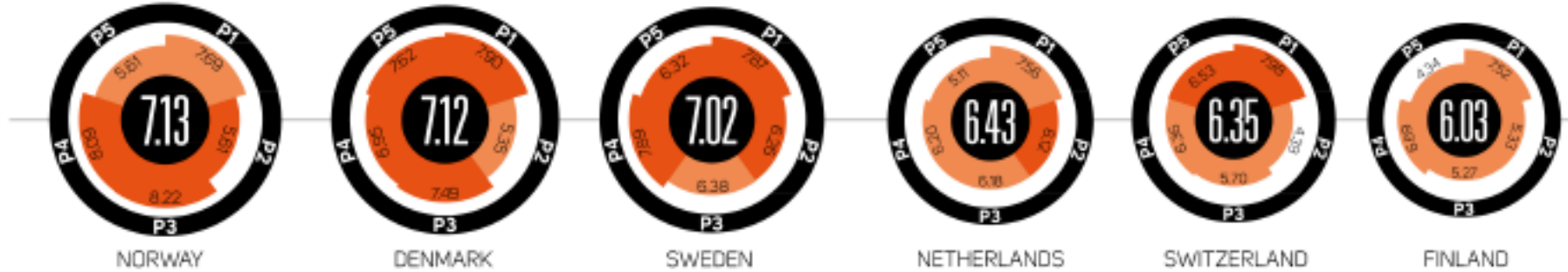
5

#### LEARNING AND ACCOUNTABILITY

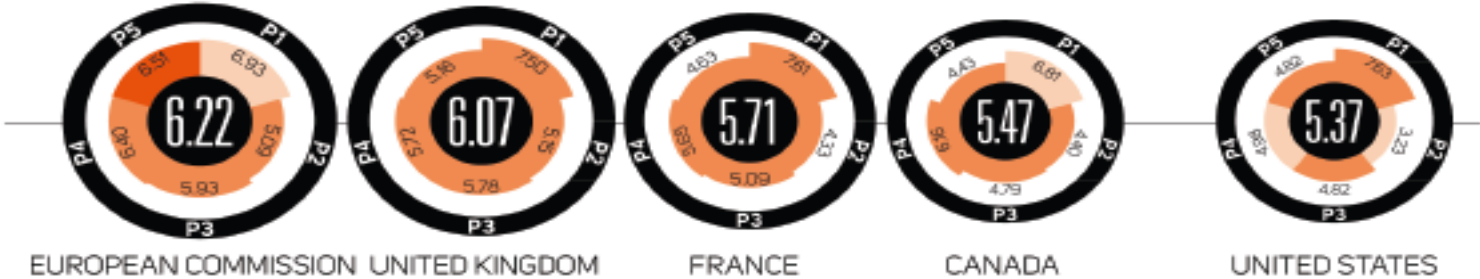
Do donors contribute to transparency, accountability and learning in humanitarian action?

GROUP 1: PRINCIPLED PARTNERS

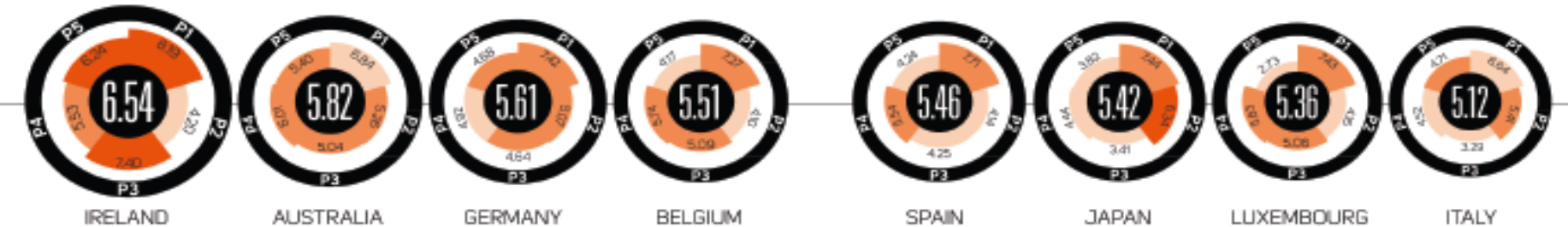
Source: DARA,  
2011



GROUP 2: LEARNING LEADERS



GROUP 3: ASPIRING ACTORS



Are you going to live up to the expectation of international community?



## **Capacity building to provide humanitarian response in crises settings**

- Anticipation
  - Resilience
  - Leadership
  - Innovation
- Accountability
  - Partnership
  - Humanitarian Space

Thank You