

# Evaluation of the Coverage and Quality of the UNICEF Humanitarian Response in Complex Humanitarian Emergencies

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# Purpose, Objectives, Scope and Methodology

- Generate practical solutions to inform how UNICEF can improve the coverage and quality (C&Q) of its humanitarian response in complex humanitarian emergencies (CHE).
- Assess UNICEF's performance in achieving C&Q based on a sample of countries over the years 2015-2018, identifying enablers and barriers.
- 11 countries included in the evaluation:
  - 5 field missions (Nigeria, Afghanistan, the Central African Republic, the Philippines and Somalia);
  - 4 desk reviews + remote interviews (Pakistan, Ukraine, Burundi, Mali, State of Palestine and the Syrian Arab Republic);
  - 3 additional countries included for in-depth interviews (South Sudan, Yemen and Iraq).
- Analytical framework: (***Inputs - ways of achieving outcomes - Outcomes***).

# Key Findings - Overall

- Across all the country case studies, UNICEF was among the largest and most important provider of humanitarian assistance and protection, and often worked in some of the most challenging areas.
- UNICEF programme coverage in these environments has been significant, and large populations have benefited greatly from the organization's humanitarian action.
- UNICEF has established good partnerships with national authorities, local and international NGO, and UN partners – this has played an important role in enhancing coverage of humanitarian needs in these conflict-affected countries.
- UNICEF's leadership, organization and its staff, and its systems and procedures, through their ability to mobilize people and funds, have largely enabled its coverage and quality in complex humanitarian emergencies.

## Key Findings – Coverage, Quality and Equity and influencing others to strengthen protection and increase quality and coverage

- ✓ Coverage is often significant, but calculations are made against targets rather than against estimates of population in need.

- ✓ UNICEF frequently disaggregates by sex and age but there is no systematic approach to undertaking broader vulnerability analysis.
- ✓ Coverage is consistently prioritized over quality and equity, particularly at the onset of a crisis.

- ✓ UNICEF staff have a good awareness of the CCCs and global quality standards.
- ✓ Contextualization of the CCCs increases their relevance but makes it difficult to aggregate results or compare across different contexts.

- ✓ UNICEF is a strong advocate for child rights in CHE, particularly on the Children and armed conflict agenda.
- ✓ Challenges of meeting its obligations are linked to resourcing and quality control.
- ✓ Where there are concerns about government sensitivities and risk of access denials, UNICEF was cautious in the strategies it adopted.

Coverage

Coverage with Quality  
and Equity

Programme Quality

Reporting on Grave  
Violations

## Key Findings – Programme approaches that UNICEF employs to gain principled access and improve coverage and quality

- ✓ Lack of structured way to manage trade-offs: principles – ‘humanity’ prioritized over ‘impartiality’, ‘neutrality’ and ‘independence’.
- ✓ With some notable exceptions UNICEF was comparatively silent when it came to speaking out on the need to engage with states or NSEs on issues of humanitarian access.

- ✓ UN SMS often constrains UNICEF’s efforts to gain access and hinders coverage.
- ✓ Programme Criticality framework enhanced access when it was implemented properly.
- ✓ The use of security officers by UNICEF strengthened access (e.g. low profile missions).

- ✓ Integrated UN presence influences perception of UNICEF’s neutrality and independence.
- ✓ UNICEF can be slow to counter these perceptions but exceptions exist of action taken to reduce risk and address HP (e.g. Mali).
- ✓ UNICEF engages with military actors through established UN Security Management structures.

- ✓ Use of 3P providers has strengthened oversight and monitoring.
- ✓ Integration between programmes often exists, but is rarely systematic.
- ✓ RRM significantly increase coverage but challenges exist with the quality and transition from short to longer-term support.

Humanitarian Principles  
& negotiations

Security risk  
management

Integrated UN presence  
& CIMCCORD

Remote Mng;  
Integrated Programmes

## Key Findings – Design of UNICEF’s humanitarian response to ensure relevance in evolving needs and priorities

- ✓ UNICEF considers context analysis for operational agility in CHE.
- ✓ The focus has been on broader strategic analysis; and it could undertake more frequent and operational analysis (e.g. conflict mapping, power analysis, hot-spot analysis, access, etc).

### Context Analysis

- ✓ UNICEF engages communities for a range of reasons, however, there is no systematic means of eliciting feedback for the purpose of accountability or to identify and address programme quality or coverage issues.

### Community Engagement

- ✓ Countries take a pragmatic approach to strengthening preparedness and resilience; but is hampered in contexts of limited government capacity and/or engagement.
- ✓ UNICEF is consistently seeking to reduce vulnerability and mitigate risks; and identify opportunities for systems strengthening.

### H-D Linkages

# Conclusions

- UNICEF has shown organizational courage and tenacity in sustaining its work in complex humanitarian emergencies.
- UNICEF is not computing coverage in relation to need; cannot determine accurately whether it is targeting those whose needs are the greatest.
- UNICEF prioritising **coverage** over **equity** and **quality**.
- The UN security management systems in place to assist UNICEF to ‘stay and deliver’ often fail to fulfil their functions, leading UNICEF to maintain its own security risk management capacity.
- UNICEF’s systems and procedures are consistent with its access aspirations which can be applied more widely, or adapt them to better suit this objective.
- In many of the case study countries, UNICEF had a wealth of good practice in accessing those in need, and these can be replicated or taken to scale in other countries.

## Recommendations – Key areas of practice to strengthen humanitarian response (1/2)

1. Emphasize the importance of coverage, quality and equity in the revision of the CCCs.
2. Review institutional capacity to deliver in complex humanitarian situations, including as provider of last resort.

**Strategic Vision for  
Accessing those in greatest  
need**

1. UNICEF and Clusters should determine targets based on people in need.
2. Prioritize coverage with equity and ensure a balance in reaching the greatest no. of people with reaching those in greatest need.
3. Undertake regular analysis in order to adapt programme approaches and partnerships.

**Generation/use of evidence  
for Coverage and Quality**

1. Support the practical use of Humanitarian Principles for structured, ethical decision-making on programme access, coverage and quality.
2. Strengthen staff competencies in negotiating access.
3. Ensure engagement with Governments is consistent with HP and IHL.
4. Ensure partners adopt and implement appropriate risk management practices.

**Ethical decision-making for  
humanitarian access**

## Recommendations – Key areas of practice to strengthen humanitarian response (1/2)

1. Strengthen UNICEF's engagement with communities to better understand their needs and deliver accountability commitments to those receiving assistance.
2. Provide greater, and more sustained support to national NGOs and invest in sustained partnerships.

**Improving accountability**

1. Advocate for greater consistency in how UNDSS applies its policies to ensure support for UNICEF to stay and deliver.
2. Invest in partnerships to strengthen humanitarian response e.g. with WFP and WHO to strengthen the integration of SAM and MAM treatment.

**Influencing the humanitarian architecture**

1. Given the identified gaps in utilizing the SSOPs in L3/L2 settings, revise/develop procedures that can facilitate emergency response in a more timely and efficient manner.
2. Strengthen humanitarian learning and knowledge management for staff in complex emergencies.
3. Create a policy and practice environment that enables progress in achieving programme integration.

**Adapting internal approaches and systems**

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Thank You

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Winter Clothing  
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Age: 9 yrs

Blanket

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