

HEADQUARTERS

A NEW STRUCTURE

In November 1998, the High Commissioner asked the UNHCR Inspector to undertake a comprehensive review of the Office's Headquarters structure. The Inspector's report to the High Commissioner and subsequent internal discussions among senior management led to the following conclusion: if UNHCR was to meet the challenges of the new millennium, substantive changes would be required. The need for change arose out of both internal and external developments including: the expanding and increasingly complex work of refugee protection; the need to reduce the Office's operational presence in the face of diminishing resources and the changing international environment; and the need to respond more effectively to increased external scrutiny of UNHCR's policies and programmes.

It was strongly felt that to increase efficiency and management accountability, the number of work units reporting directly to the Executive Office had to be reduced. It was also decided that the status of the Division of International Protection should be reinforced and its relationship with and oversight of UNHCR's operational activities strengthened. The key functions of human resources management, financial management and information technology had to be regrouped

in a more rational and compact manner. However, it was recognised that a purely structural change was no guarantee of the Organisation's continued effectiveness. Clearly, the calibre of senior and middle management, staff training, recruitment policy, internal communications, organisational culture, staff morale, and, most importantly, personal accountability would all affect overall performance.

It was concluded that instead of having 16 work units reporting directly to the Executive Office, UNHCR Headquarters should be organised into four "pillars", the directors of which would report directly to the High Commissioner. These are the Department of International Protection, the Department of Operations, the Division of Communication and Information and the Division of Resource Management. The new structure allows the High Commissioner, the Deputy High Commissioner and the Assistant High Commissioner speedy access to the analysis, advice and information they require. These changes came into effect on 1 February 1999. UNHCR Headquarters is currently (Nov. 99) operating with 886 staff, which represent 17 per cent of its worldwide workforce of 5,109.

EXECUTIVE DIRECTION AND MANAGEMENT

The **Executive Office** of the High Commissioner informs operational units of executive decisions and political developments while keeping the High Commissioner abreast of developments in the field. Three high-priority functions are attached directly to the executive office: those of the High Commissioner's Special Envoy for South-Eastern Europe based in Pristina, Kosovo; the Director of the Liaison Office to the United Nations in New York; and the Inspector-General's Office based at UNHCR Headquarters. The Executive Office formulates policy, ensures effective management and oversees UNHCR's operations worldwide. For the purposes of this Global Appeal, the responsibilities of the Office of the Special Envoy for South-Eastern Europe, and related costs, are described in the Regional Overview for South-Eastern Europe. The costs related to the Liaison Office to the United Nations in New York are included in the regional

overview for North America and the Caribbean. The **Inspector-General's** office is responsible for all activities related to inspection and investigation, both in the field and at Headquarters. Inspections involve a review of all aspects of management, including protection, programmes, administration and staffing, external relations and representation, as well as impact analysis. Investigation comprises comprehensive, systematic examination and enquiry into possible misuse of UNHCR funds, resources or facilities involving UNHCR staff, implementing partners or contractors and recommending appropriate action to the High Commissioner. In 2000, the Inspector-General will aim to develop and improve inspection techniques; field-level inspections are planned for 20 countries. The implementation of previous years' recommendations by UNHCR managers will be followed up in a biannual report.

THE DEPARTMENT OF INTERNATIONAL PROTECTION

The Department's primary role is setting standards and norms of international protection, ensuring worldwide consistency of approach, promotion and advocacy in relation to international protection, as well as playing an important advisory role in the formulation of strategic and operations policy. The Department comprises the **Director's Office**, the **Standards and Legal Advice Section**, the **Promotion of Refugee Law Section**, the **Protection Support and Oversight Section** and the **Resettlement Section**.

The main priorities of the Department will be: to ensure that protection standards and norms are more effectively translated into practice in UNHCR's operations worldwide, and to reinvigorate State support for and compliance with the international protection regime. This will require training to improve protection expertise through-

out UNHCR at all levels as well as the establishment of mechanisms for reviewing programme plans and implementation schedules together with the Department of Operations. The Department will also develop and refine protection indicators, guidelines and tools for use in programme planning. These guidelines will emphasise the needs of refugee women and children, including prevention and response to sexual violence.

The Global Campaign on Accession will remain another cornerstone of the Department's activities together with measures to expand support for UNHCR's mandate, influence the development of national legislation related to asylum and refugees and increase opportunities for resettlement. (For further information, see the chapter on Protection).





THE DEPARTMENT OF OPERATIONS

The Department of Operations is directed by the Assistant High Commissioner and supported by an Evaluation and Policy Analysis Unit and the Division of Operational Support. The Department comprises five regional Bureaux: the Bureau for Africa, the Bureau for the Americas, the Bureau for Asia and the Pacific, the Bureau for Europe, and the Bureau for Central Asia, South-West Asia, North Africa and the Middle East (CASWANAME). Three Directors within the Bureau for Africa are field-based: the Director for West and Central Africa based in Abidjan, the Director for East and Horn of Africa and the Great Lakes based in Addis Ababa, and the Director for Southern Africa based in Pretoria. Apart from the costs related to the **Director's Office** in the **Bureau for Africa**, for the purposes of this Global Appeal, the costs related to the five regional Bureaux are part of the budgets for the Regional Overviews under the heading "Bureau at Headquarters" (see the section on UNHCR's Operations).

The broad objectives of this Department are to: support UNHCR's worldwide field-based operations; advise senior management on protection and programme-related issues; monitor the implementation of policies; support regional initiatives to create awareness of refugees and asylum laws; strengthen ties with development agencies; provide field-based organisations with the expertise and training they need to expand; and oversee the devolution of functions from UNHCR Headquarters to the field.

The **Evaluation and Policy Analysis Unit** is responsible for undertaking operational, thematic and sectoral reviews of UNHCR's worldwide operations. Priorities in 2000 will include the development of a long-term evaluation strategy to estab-

lish annual evaluation plans; the preparation of an evaluation manual that provides standards for project and programme evaluation; and training in evaluation techniques for staff involved in self-evaluation.

The **Division of Operational Support** provides guidance and support for programme design and management, ensures that UNHCR has the capacity to respond effectively to emergencies (through the Emergency Preparedness and Response Section) and develops and supports the generalised practical application of policy priorities, standards, guidelines and operational arrangements. It comprises the **Director's Office** (which includes the Senior Coordinators for Refugee Women and Refugee Children), the **Programme Management Service** and the **Operational Field Support Service**. The Division also provides technical support to field operations in the areas of reintegration and local settlement, health and community development, engineering and environmental services, and field staff safety (see insert "Staff and Camp Security").

Main priorities for the Division in 2000 include: tangible results from the generalised practical incorporation of policy priorities (refugee women/gender equity, refugee children and adolescents, and the environment) into UNHCR's programmes (for further information on policy priorities, see Global Operations); the building of linkages between humanitarian assistance and longer-term development; follow-up on recent initiatives related to staff safety and camp security (see box); implementation of the Operations Management System (see also chapter on Global Operations) and making UNHCR's technical expertise more relevant to field operations.

STAFF AND CAMP SECURITY

The security of humanitarian workers continues to be a pressing issue. There have been over 50 security incidents against UNHCR staff in the past year, ranging from physical assault to armed car robbery. UNHCR has responded to this situation by increasing the number of Field Safety Advisors from 15 to 21 worldwide. These officers, based mainly in Africa, Eastern Europe, South-Eastern Europe and East Timor, provide support and advice to UNHCR staff on security threats in their working environment. This involves careful monitoring of daily security conditions, security assessment missions, close liaison with local security authorities, other UN agencies and embassies, as well as training on prevention and response techniques that are adapted to the conditions in their duty station. In 2000, UNHCR plans to deploy Field Safety Advisors to Colombia and Yemen.

The maintenance of security both within and outside refugee camps requires UNHCR's close attention. Special camp safety packages have been designed to increase the safety of refugees in situations where local security infrastructures are weak or non-existent. While the principles of UNHCR's safety policies are usually well understood by countries hosting refugees, implementation is sometimes complicated by political considerations, often linked to on-going conflict in areas close to refugee settlements. Although the safety of humanitarian personnel and refugees continues to be a host country responsibility, UNHCR and other humanitarian agencies have increasingly assumed this role. This has led to an increase in financial requirements, both in terms of personnel and equipment.

THE DIVISION OF COMMUNICATION AND INFORMATION

The Division's main role is to ensure that UNHCR communicates a coherent, consistent and convincing message to the external environment, thereby mobilising public, political and financial support for the work of the Office. It is also responsible for maintaining good internal communication between all parts of the Organisation. Priorities for 2000 include: increased overall support for UNHCR, including greater financial support from donors; the design of a new framework for UNHCR's relations with the private and corporate sector; a review of UNHCR's communications strategy (including internal communications) to enhance the Offices' image; and preparations for the commemoration of UNHCR's 50th anniversary (Dec. 2000). Six Services will be involved in accomplishing these objectives.

The **Donor Relations and Resource Mobilisation Service** is the main focal point within UNHCR for relations with the donor community. It is also responsible for broadening the existing donor base. The Service provides donors with information on policies, funding, programmes, administration and all other issues which may affect the donors' funding decisions. It assists donors to have a clear understanding of the goals and the resource requirements of the Office and it helps the field and Headquarters generate the information needed for this purpose. The Service also produces the Global Appeal, the Mid-Year Progress Report and the Global Report to help generate the funds required for UNHCR's operations worldwide.

The **Media and Public Affairs Service** is responsible for promoting public understanding of the situation of refugees worldwide and the work of

UNHCR to generate political, moral and financial support for the cause of refugees. It also produces written and audio-visual information materials, including a site on the World Wide Web, and undertakes public awareness activities and private sector fund-raising.

Other services include the **Secretariat and Inter-Organisation Service**. It supports the work of the Executive Committee and acts as a focal point for UNHCR's relations with agencies within the UN system, intergovernmental organisations and other international organisations. The **Centre for Documentation and Research** is responsible for UNHCR's library, information and database services (including the production of the Refworld and KIMS CD-ROMs). In addition, the Centre undertakes research on strategic issues and country situations of concern to UNHCR. It also acts as a focal point for UNHCR's relations with academic and research organisations and produces the publication "the State of the World's Refugees". The **NGO Unit** promotes information exchange and discussions between UNHCR and NGOs through support for NGO observers at the Executive Committee. It also organises Pre-Executive Committee NGO consultations and regular protection and regional-specific briefings for NGOs. The **Records and Archives Section** is responsible for the management, preservation and use of UNHCR's current and historical records, in paper, electronic and audio-visual formats as well as the reproduction of UNHCR documents.

THE DIVISION OF RESOURCE MANAGEMENT

The Division of Resource Management ensures that the Organisation makes optimal use of the financial, human, material and technological assets at its disposal. The Director of this Division also serves as the Office's Controller. The main priorities of this Division in 2000 are: the implementation of the newly adopted policies relating to the posting and promotion of staff and the introduction of the new contract policy; further decentralisation of human resources management and accounts processing functions; consolidation of the implementation of the Area Service Centre concept in Africa and preparation for its extension to other regions; consolidation of the new Career Management System; and advancing work on implementation of the new Integrated Systems Project and related infrastructure. In meeting these objectives, the Controller will rely on the following structure:

The **Financial Resources Service** provides overall direction and policy setting for financial management and control, including budgeting, financial monitoring and reporting. It produces the yearly financial statements of the Organisation, ensures the conceptualisation, development and implementation of training on financial and budgetary principles and procedures, and provides policy guidance and support for cash management, income recognition and payments. It also develops policies and procedures for travel on official business. The Service is comprised of six units: Finance Section, Budget Section, Treasury, Policy Training Unit, Audit Unit, and Travel and Visa Unit.

The **Human Resources Service** is responsible for administrative and technical support to UNHCR staff and policy development in the area of human resources management. The Service comprises six units, each with its specific responsibilities, including Policy and Planning, Recruitment and Postings, Staff Administration, Legal Affairs, Information Technology and Post Classification.

The **Career and Staff Support Service** focuses on performance and on nurturing current and future

human resources by supporting the development and career aspirations of individual staff members. It also helps staff meet the professional and personal challenges of a career with UNHCR. It comprises a Performance and Career Planning Section, a Staff Development Section and a Staff Support Unit.

The **Information Technology and Telecommunications Service** is responsible for providing expertise and resources for the planning, design and implementation of information technology systems that best meet the Organisation's needs. It also plans, implements and oversees UNHCR's global telecommunications requirements. There are seven organisational units involved in systems development, providing technical and user services (including a Headquarters-based help desk), development of field-adapted systems, intranet services, project coordination, and maintaining telecommunications.

Other Services within the Division include the **Supply and Transport Section** and the Building Management Unit. The former's primary purpose is to provide timely and cost-effective sourcing and delivery of goods and services to UNHCR's clients, i.e. refugees and other persons of concern. It provides procurement and logistics advice to UNHCR staff at Headquarters and in field locations. It is also responsible for strengthening the Supply Chain, which integrates supply and service planning, sourcing, delivery, inventory management and asset management into a global unified structure. The **Building Management Unit** is responsible for making the most efficient use of the Headquarters premises (currently four buildings), in terms of allocation, maintenance and security of office space and related property. The Unit is also responsible for internal and external mail.

Finally, the Division is responsible for and covers costs related to **Audit, ICC Services, Joint Medical Service**, services provided by the **United Nations Office in Geneva**, running costs for **UNHCR Headquarters buildings** and **Staff Council** activities.



HEADQUARTERS

BUDGET (USD)

EXECUTIVE DIRECTION AND MANAGEMENT

Executive Office	2,659,000
Inspection	1,100,000
Sub-total	3,759,000

DEPARTMENT OF INTERNATIONAL PROTECTION (DIP)

Director's Office	1,040,300
Specialised Sections	3,988,800
Sub-total	5,029,100

DEPARTMENT OF OPERATIONS (DOS)

Director's Office, (Bureau for Africa)	1,138,100
Evaluation and Policy Analysis Unit	543,100
Director's Office (DOS)	1,546,200
Division of Operational Support	6,151,800
Sub-total	9,379,200

DIVISION OF COMMUNICATION AND INFORMATION (DCI)

Director's Office	580,500
Donor Relations and Resources Mobilisation Service	2,653,700
Media Relations and Public Affairs Service	2,821,100
Secretariat and Inter-Organisation Service	1,441,400
Centre for Documentation and Research	1,830,500
NGO Unit	439,400
Records and Archives Section	1,872,700
Sub-total	11,639,300

DIVISION OF RESOURCE MANAGEMENT (DRM)

Office of the Director and Controller	677,000
Financial Resources Service	6,270,900
Human Resources Service	8,558,600
Career and Staff Support Service	2,789,000
Information Technology and Telecommunications Service	9,103,700
Supply and Transport Section	2,285,500
Building Management Unit	1,127,800
Audit	1,534,800
ICC Services	2,680,000
Joint Medical Service	747,000
UNOG Services	3,178,200
Headquarters running costs	7,342,100
Staff Council	177,800
Sub-total	46,472,400

Total*	76,279,000
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*Includes an allocation from the United Nations Regular Budget of USD 20,354,700.

This total includes costs for Management and Administration (73%) and Programme Support (27%).

The costs relevant to the Regional Bureaux at Headquarters (USD 15.8 million) are presented as part of the budgets for the Regional Overviews (see section on Operations)