

**Bullet point summary of the strategic presentation on  
UNHCR's global programmes: Activities and Partnerships**

**29<sup>th</sup> meeting of the Standing Committee  
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**Introduction**

UNHCR's Global Programmes touch on a range of themes and related activities e.g. refugee women, that are considered of a priority nature to the overall work of UNHCR, and the importance of which has, in turn, been recognized by the Executive Committee (see also *Global Objective 4.6*). They are "global", not in opposition to "regional" or "country" programmes, but by virtue of their importance to all such programmes. However, because of their global relevance, they are mainly managed from Headquarters, principally by the Division of Operational Support (DOS).

The topics reviewed in this Note are also treated in pages 28-41 of the 2004 Global Appeal. In discussing these issues, reference will be made to the corresponding UNHCR global objectives and indicators of progress as set out in the UNHCR budget document for 2004.

Central to the realization of UNHCR's objectives in relation to Global Programmes is the development of new partners and the nurturing of existing ones. This is not only for resource reasons, but also, and more importantly, because of the recognized expertise that these partners have in their respective fields. The theme of **partnership** runs through most of UNHCR's Global Objectives, and is specifically highlighted in Strategic Goal 7 (see also *Global Objective 9.1.3*) which calls on UNHCR to "build effective partnerships to better protect people of concern and ensure delivery of quality programmes".

In order to improve on the quality of its programmes and to ascertain more empirically their impact in relation to accepted standards, UNHCR has been developing a system for the capture and roll-up of information on standards and related assessment data (*Global Objective 9.1.3*). A **Practical Guide to the Systematic Use of Standards and Indicators in UNHCR Operations** (*Global Objective 3.3.1 and AfP 1.9.3*) has been issued to help staff and partners integrate the use of standards and indicators in UNHCR operations at various steps in the programme cycle, ranging from assessment, planning, designing and monitoring to reporting and evaluation.

**Women, Children and Community Development**

A fuller report on gender, refugee women, refugee children and community development will be presented to the next session (June 2004) of the Standing Committee, setting out the progress already achieved in relation to the consolidated plan of action (*Global Objective 4.3.1 and AfP 6.1.3; 6.2.6*) to follow up the three recent evaluations in regard to women, children and the community services function. Meanwhile, the following summarizes a number of key developments focused on the empowerment of men, women, boys and girls of concern, using an operational approach that stresses a team response, a rights-based analysis of the refugee context, and the creation of proactive partnerships, including with refugees themselves:

- The restructuring of the Headquarters units responsible for promoting policy priorities on protection of refugee women and children into an integrated section, entitled **Women, Children and Community Development Section (WCCDS)**, took effect on 1 January 2004. The main focus of this new Section will be on lending support to the field offices.
- A two day workshop (5-6 February 2004) was organized that brought together 10 UNHCR Representatives from various regions, to promote the establishment of **gender and age mainstreaming teams** at field level (*Global Objective 9.2*), under the leadership and coordination of

the Representative/Head of Office, to advance the process of mainstreaming these issues into the programmes and activities of UNHCR in the field. This initiative builds on UNHCR experience of the team approach in the mid-nineties in Latin America and, more recently, put in practice and documented in Turkey as of the year 2000.

- An **accountability framework** is being elaborated, indicating clearly what steps are to be taken by senior managers to ensure implementation of relevant policies and guidelines at field level. This is being undertaken in close collaboration with key Departments and Units at the Headquarters level (DIP, IGO, EPAU and DHRM) and Heads of Office in the pilot countries. The aim is to ensure that senior managers are fully cognizant of their personal role and responsibilities in the process of mainstreaming UNHCR's policy priorities, as well as of the possible consequences of inaction.
- In relation to the **community services function**, staffing levels are being systematically reviewed so as to ensure suitable technical presence to address the social and community aspects of protection, in particular in relation to the protection of refugee children and the promotion of gender equality. This is being achieved through the work of regular UNHCR staff, deployments and secondments from Save the Children (Sweden, Norway) and other partners, JPOs and UNVs. The recent initiative (USA) to fund new, entry-level Protection and Community Service posts in "deep field" locations will significantly help to address some key gaps.
- In the second half of 2003, broad consultations were undertaken with partner agencies on developing a consistent approach for **situation analysis** (*Global Objective 3.2*), which will incorporate elements of the People Oriented Planning Framework (POP) and Action for the Rights of the Child (ARC). The approach comprises three main actions namely:
  - (a) direct, ongoing and structured dialogue with all groups of concern when defining needs and priorities
  - (b) identification of skills, capacities and resources which communities can contribute
  - (c) active involvement of refugees in design, implementation and evaluation of activities in all sectors.

This common approach will be supported by the elaboration of a **guide** for conducting situation analysis in the field. The guide will serve as a practical tool for systematically collecting and organizing information to improve protection-driven planning and programming at all levels. Its impact will be reinforced by links to other initiatives, such as Standards and Indicators, as well as Needs Assessment and participatory Planning. The situation analysis method is expected to become one of the foundations for in the development of Country Operation Plans in future.

- The process of updating the **Community Service Manuals** (1996) commenced in 2003, in consultation with partners and field staff. The revision of the manuals will be accompanied by the development of training materials to ensure increased participation of Community Services staff, as well as others who could make a contribution, in multi-sectoral teams for the mainstreaming of gender equality and child rights.
- In 2003 consultations were held with Help Age International to plan activities relating to the role of **older refugees** (*Global Objective 4.6*) in returnee situations. In particular, the potential contribution of older refugees to conflict resolution and in the care of orphans was considered. Two countries, Sudan and Liberia, were chosen for the implementation of this initiative, beginning 2004.

## Environment

- Efforts to limit environmental degradation caused by the presence of refugees continued to be directed at ensuring that sound **environmental management** is adequately mainstreamed into all aspects/phases of refugee operations, as a safeguard for the interests of the host communities as well as for the needs of refugees and the institution of asylum (*Global Appeal, pp 32 -33 and also Global Objectives 4.5, 4.6, 7.2, 9.1*).
- In 2004 both **mitigation and rehabilitation measures** will be undertaken in those countries which are hosting or used to host a large number of refugees: for example Sudan, Kenya, Ethiopia, Tanzania, Zambia, Guinea, and Thailand.
- Emphasis will be also be placed on implementing cost-effective, community-based environmental projects, revising the 1966 Environmental Guidelines, and **strengthening collaboration with partners** in addressing post-repatriation environmental rehabilitation in asylum countries.

## HIV/AIDS

- UNHCR continues to implement its **2002/04 HIV/AIDS and Refugees Strategic Plan** (*Global Objective 4.7*) which is based on a human rights framework.
- HIV/AIDS Programmes are divided into four main areas:
  - *Protection*: to ensure voluntary counseling and testing and to reduce discrimination.
  - *Prevention*: with an emphasis on behavioural change and communication of the right messages.
  - *Care and Treatment*: to improve the quality of life among people living with HIV/AIDS (PLWH/As).
  - *Surveillance, Monitoring and Evaluation*: to assess programme trends and effectiveness.
- The plan to **standardize HIV/AIDS programmes** within and among country operations and to align them with activities benefiting the surrounding host communities is being supported by a Technical Officer and a Programme Officer at headquarters and three field-based Regional HIV/AIDS Coordinators covering East Africa, Central Africa, and Southern Africa.
  - Over 20 assessment and evaluation missions were undertaken in 15 countries during 2002 and 2003.
  - Sub-regional workshops were held in Uganda for East Africa in December 2002 and Johannesburg for Southern Africa in December 2003; the Central Africa workshop is planned for September 2004.
  - Lessons learned from these experiences will be used to expand UNHCR's HIV/AIDS programmes in West Africa, where a regional coordinator will begin work in April 2004, and in Asia.
- At Headquarters, an HIV/AIDS project was created in 2003, whereby eleven countries (Angola, Benin, Ethiopia, Kenya, Kyrgyzstan, Namibia, South Africa, Sudan, Tanzania, Uganda, and Zambia) received **additional funding** to upgrade existing HIV/AIDS programmes. A similar project exists for 2004, which will provide further support to these countries as may be required, and also cover the expansion of activities in West Africa and Asia.

- Activities to be pursued in **2004** include:
  - Formulation of strategic plan for 2005-2007
  - Development of policy on the use of antiretrovirals (AVT)
  - Development of standardized behavioural surveillance survey
  - Development of standardized HIV information system
- The fight against HIV/AIDS is being undertaken in partnership (*Global Objective 4.7.3*) with UNAIDS and other UN agencies, non-governmental organizations (NGOs), host governments and donors to improve coordination with other agencies and to advocate for refugees. UNHCR is seeking co-sponsorship of UNAIDS in 2004, a matter which will be considered by the UNAIDS Coordination Committee in March 2004.
  - In February 2004, UNHCR hosted and chaired the 20th Session of the **Inter-Agency Advisory Group on AIDS**, which deliberated on the theme HIV/AIDS among Conflict-Affected and Displaced Populations.
  - At Headquarters, UNHCR is working more closely with **UNAIDS** on sub-regional initiatives, advocacy, the HIV/AIDS Global Report etc, in the framework of the UN System Strategic Plan for HIV/AIDS, 2001-2005; at country level, UNHCR works with UNAIDS Country Coordinators and participates in UN Theme Groups.
  - UNHCR works closely with **National AIDS Control Programmes** at the country level; collaboration includes following host country protocols, advocacy, and integration in government programmes.
  - UNHCR is an active member of the Inter-Agency Standing Committee (**IASC**) Reference Group on HIV/AIDS in Emergency Settings; the IASC recently published guidelines for HIV/AIDS interventions in emergency settings and is developing training and advocacy materials.
- Since refugees migrate between countries and the majority eventually repatriate to their country of origin, UNHCR is working with partners to develop **sub-regional approaches**. A detailed implementation plan has been developed for a 4-year HIV/AIDS programme called the Great Lakes Initiative for HIV/AIDS (GLIA), to be supported by a grant from the World Bank. In addition, a joint proposal is being formulated with Save the Children to be submitted to the Global Fund for Aids, Tuberculosis and Malaria (GFATM) for activities to benefit the Somali and Sudanese refugee caseloads in the Horn and East Africa.

### **Registration and Project Profile**

- In conjunction with the Population and Geographic Data Section (PGDS), the Project Profile Team finalized UNHCR's new **Registration Handbook** (*Global Objective 3.1.1*) in, now distributed to all field offices, other UN agencies and NGO partners. The Handbook introduces 59 operational standards for registration and related activities, based on ExCom's Conclusion 91 and other relevant guidelines.
- UNHCR is conducting regional and country-level **workshops** to prepare staff for the eventual advent of the new registration systems. Recent workshops have taken place in Sierra Leone, Sudan, Tanzania, Nepal and Central Asia.
- Based on the new standards, processes and data set, UNHCR is working with a commercial firm to develop a new **global registration software** to be used in all UNHCR offices which register persons of concern. The completed application should be delivered in June 2004 and field training and implementation should begin in July.

- Three implementation teams will join Profile in the months ahead to begin **field training and implementation of the new tools**. In 2004, 20 country operations should receive full training and undertake implementation of UNHCR's new registration system. An additional 40-50 operations are targeted for 2005.
- As the ability to provide **identity documents** is an important by-product of registration, the Profile team is also developing new guidance on documentation and testing relevant technology such as card printers.
- Since the successful pilot use of **biometrics** in a voluntary repatriation setting (Pakistan), UNHCR is testing the feasibility of further biometric use, with expertise and generous financial support from the Dutch government. A test of fingerprint technology has just been completed in Tanzania.

## Education

- (*Global Objective 4.8*) education in emergencies is one of the pillars of humanitarian response, and UNHCR is strengthening partnerships with NGOs and relevant UN agencies to provide education at the early stages of emergencies.
- Following the dissemination of the *Education Policy and Field Guidelines (Revised)* in 2003, UNHCR field offices and partners have increasingly focused on ensuring access to primary education. In 2004, country offices will be supported to accelerate implementation of the Field Guidelines and core standards in both formal and non-formal education. Good education practices - compiled from experience in a range of countries on issues such as education in emergencies, teacher training, capacity building, partnerships and promoting protection through education – will be disseminated.
- Innovative projects were launched in Kenya, Ethiopia and Somalia in 2003 in partnership with private corporations such as Microsoft and Nike, aimed at redressing low enrolment rates, especially of girls at the primary level. Lessons learned from these projects will be gathered and used to support other countries with similar challenges.
- Tertiary scholarships provided through the DAFI programme – the *Albert Einstein German Academic Refugee Initiative* - will continue in almost 50 countries. In addition, the *Houphouet-Boigny Peace Prize Trust Fund* will continue to support secondary education, giving priority to female refugees.
- Life Skills Education, (PEP - Peace Education Programme) will be expanded to include messages on HIV/AIDS, health and sanitation, environment and land-mine awareness, in collaboration with the technical sectors concerned. PEP materials will be further tested and implemented outside of Africa. In keeping with the endorsement of PEP by the *Inter-Agency Network for Education in Emergencies*, and in line with the 4Rs approach, UNICEF and UNESCO will join in planning and implementation in countries of return, with the aim of ensuring the future sustainability of these programmes.

## Linking humanitarian assistance to longer-term development

- This subject will be covered, in part, in a separate Conference Room Paper to be presented to this session of the Standing Committee on the socio-economic impact of massive refugee influxes on host countries, especially developing countries. In forging the necessary linkages

between relief and development (*Global Objective 7.6*), UNHCR has continued to work closely with UNDP, UNICEF and WFP and to strengthen bilateral cooperation with the ILO, FAO and other development actors. The following highlights some developments since UNHCR joined the undg in April 2003, and other partnerships.

- Based upon the Framework for Durable Solutions, and at UNHCR's initiative, the undg Principals have agreed to develop guidelines concerning durable solutions for refugees and the sustainable reintegration of returnees and IDPs, for incorporation into UN transition policies in post-conflict situations. A **undg Working Group** will be established in early 2004 for this purpose, building also upon the recommendations and implementation plan developed by the undg/ECHA Working Group on Transition Issues.
- UNHCR is also working to have displaced populations included in the pursuit of the **Millennium Development Goals (MDGs)** as a means of strengthening protection and assistance. Through undg and UN Country Teams (UNCTs), UNHCR will participate in the pursuit of the Millennium Development Goals, in particular those focusing on combating HIV/AIDS, achieving universal primary education, and promoting gender equality/empowerment of women.
- The **ILO-UNHCR partnership** has intensified its focus on developing the capacities and potentials of refugees and returnees to attain self-reliance. Initially covering the areas of micro-finance, skills training, women's economic empowerment and household/local development, recent joint activities have included:
  - Production of a joint training manual and trainers' guide on "micro-finance in conflict-affected communities".
  - Creation of a project ("ILO-UNHCR Partnership through Technical Cooperation: Socio-economic integration of refugees, returnees and IDPs") involving the rapid deployment of ILO livelihood experts to UNHCR's field operations. Financial support has been secured from Italy and additional sources of funding are being identified. In 2004, experts will be deployed to a number of operations including Eritrea, the DRC and Serbia-Montenegro.
  - A joint Socio-economic empowerment pilot project for women was initiated with ILO's InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED), and Women's Entrepreneurship Development & Gender Equality Team (WEDGE). The project will be piloted in Mozambique, Afghanistan, and Angola
- In seeking to link humanitarian relief and development assistance and for giving refugees greater prominence on the development agenda, a strategic partnership has been established between UNHCR and the **Japan International Cooperation Agency (JICA)**. JICA-UNHCR collaboration has resulted so far in a number of concrete achievements, as listed below:
  - A national baseline survey on refugees in South Africa to study the needs and resources of refugees and asylum seekers;
  - Reproductive health programmes in Meheba refugee camps and hosting communities in Zambia;
  - Training of government staff in agriculture, fishery and aquaculture, a study on local government capacity, and a project formulation study for exploring development assistance programmes, to support the Zambia Initiative;
  - Initiation of community development project for the reintegration and assistance of returnees and IDPs in Kandahar in Afghanistan;
  - Initiation of community development project for the reintegration of IDPs in Sri Lanka.

- A Letter of Cooperation has been negotiated by UNHCR and **FAO**, aimed at joint efforts to ensure that integration and reintegration programmes promote refugee and returnee self-reliance, co-existence and peace-building. Initiatives being considered focus on the promotion of food security and self-reliance of refugees, especially those in protracted displacement situations, and of host communities through capacity building in the areas of crop production, animal husbandry and fisheries.

### **Other Partnerships and Technical Cooperation**

- UNHCR's assistance activities embrace a wide range of **technical sectors** such as water, sanitation, shelter, infrastructure and development etc. In order to fulfill the high demands of UNHCR field operations in these sectors and to maintain the technical integrity of all

programmes, the Division of Operational Support has taken several steps to enhance its support capacity.

- To supplement limited in-house resources, the Office has garnered additional technical expertise through **standby agreements** with a range of partners; prominent amongst these are the Swiss Humanitarian Aid (SHA) and RedR-Australia. In 2003, 40 experts, equivalent to about 20 man-years, were deployed in the field through such arrangements.
- In 2003, UNHCR also reinforced its partnerships with **UN sister agencies** in the above-mentioned sectors; it participated in various initiatives taken by UN-Water, UNEP and UN-HABITAT. An MOU was also signed with UN-HABITAT to solidify collaboration in the areas of shelter and related infrastructures.
- UNHCR has recently (February 2004) issued new policy guidelines for deployment and administration of **UN Volunteers** and expects to conclude a global Memorandum of Understanding with UNV in 2004. International and National UN Volunteers represent a substantial pool of human resources available to UNHCR, and their number has increased incrementally over the years. In the course of the year 2003, the number of UN Volunteers working with UNHCR exceeded 600, providing valuable expertise in many areas.

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