

# ORGANISATIONAL DEVELOPMENT AND MANAGEMENT

## CHANGES IN UNHCR'S MANAGEMENT STRUCTURE

### Background and Objectives

At the request of the High Commissioner, UNHCR's Inspector-General carried out a comprehensive review of the Office's Headquarters structure in November 1998. The report concluded that the senior management structure at Headquarters was unwieldy, noting that 16 different work units reported to the Executive Office. The High Commissioner decided, on the basis of the Inspector's report and subsequent internal consultations, to restructure UNHCR Headquarters management structure, in order to equip the Office to meet the challenges of the new millennium and improve operational effectiveness. Other objectives included:

- To clarify UNHCR's policy-making and decision-making procedures, while reinforcing UNHCR's capacity for evaluation, analysis and policy development;
- To reaffirm the importance of UNHCR's statutory protection function;
- To streamline the senior management structure and reduce the number of units reporting directly to the Executive Office;
- To regroup the principal Headquarters-based support functions more rationally, and strengthen their links with the geographical bureaux; and
- To improve consistency of approach world-wide and secure better compliance with the UNHCR's policies, procedures and standards.

### New Structure

In February 1999, the High Commissioner revised UNHCR's Headquarters structure, basing it on four main "pillars": the Department of International Protection, the Department of Operations, the Division of Communication and Information and the Division of Resource Management. In parallel to this reform, UNHCR's Senior Management Committee (SMC) continued to meet weekly, chaired by the High Commissioner, whereas a Director-level SMC (SMC Principals) met bi-monthly for more in-depth discussion of specific issues and regional situations. Three high-priority functions remained attached to the

Executive Office: those of the High Commissioner's Special Envoy for former Yugoslavia (Sarajevo); the Director of the Liaison Office to the United Nations (New York); and the Inspector General (Geneva).

### *Department of International Protection*

Under the new structure, the Department of International Protection reports directly to the High Commissioner and is thus better able to influence the Office's policy-making and decision-taking processes. The Department aims to ensure that protection concerns are accorded the highest priority in every UNHCR programme. To this end, Senior Legal Advisors report simultaneously to the department and their respective Bureaux. The Protection Training and Support Unit became the Protection Support and Oversight Section, and was charged with undertaking regular "protection audits" in the field, both independently and in association with the Inspector General's Office. The Department also includes the Standards and Legal Advice Section, the Promotion of Refugee Law Section and the Resettlement and Special Cases Section.

### *Department of Operations*

The Department of Operations, headed by the Assistant High Commissioner (AHC), is composed of the Bureaux, the Division of Operational Support (please see below), and a newly created Evaluation and Policy Analysis Unit (EPAU). (Please see chapter on Inspection, Investigation and Evaluation for more details on EPAU.) The Department is charged with ensuring more consistency of approach to and in field operations and securing better compliance with the Office's policies, procedures and standards. The Bureaux focus on and strengthen the relationship between headquarters and the field. They advise the AHC, to help formulate policies, develop and implement those policies, and manage the delegation of authority to country representatives. Four of the five Bureaux remained unchanged: the Bureau for the Americas and the Caribbean; 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). The functions of the Bureau for Africa, however, were de-centralised and three field-based regional offices were created (incorporating Regional Service Centres) headed by regional directors. The Addis Ababa regional directorate is responsible for operations in East Africa, the Great Lakes region and the Horn of Africa. A regional directorate in Abidjan manages operations in Central and West Africa. Finally, UNHCR's Pretoria regional directorate manages operations in Southern Africa. The High Commissioner appointed a director who will co-ordinate UNHCR's operations in the continent, in close collaboration with the three field-based regional directors, and represent them at the Geneva level.

#### ***Division of Operational Support***

The main responsibility of the Division of Operational Support (DOS) is the provision of support for the necessary operations, including technical support, and the development of policies, standards, and guidelines. In addition, DOS supports and services the overall functions of resource allocation, monitoring and reporting.

#### ***Division of Communication and Information***

The Division of Communication and Information

brings together a number of communications and liaison functions to enable UNHCR to communicate a coherent and consistent message to governments, partners, populations of concern and the general public. The revamped division groups together the Archives and Records Section, the Centre for Documentation and Research, the Donor Relations and Resource Mobilisation Service, the Media and Public Affairs Service, the NGO Co-ordinator, and the Secretariat and Inter-Organisation Service.

#### ***Division of Resource Management***

The Division of Resource Management, headed by UNHCR's Controller, ensures that the Office makes optimal use of the human, material, technological and financial assets at its disposal. Human resource and personnel issues are handled by separate components of the division: the Human Resources Service and the Career and Staff Support Service, respectively. The former focuses on personnel administration issues, including postings, and recruitment, whereas the latter is responsible for career and personal counselling and the Career Management System (CMS). In addition, the division contains the Financial Resources Service, the Information Technology and Telecommunications Service, the Supply and Transport Section and the Building Services Unit.

## **CHANGE MANAGEMENT PROCESS**

During 1999, UNHCR continued to improve management structures and practices in a number of important areas.

### **Development of the Operations Management System (OMS)**

#### **Background**

The work undertaken in the area of change management fell under the umbrella of the Operations Management System (OMS), consisting of two important, integrated elements intended to provide a comprehensive management system for carrying out UNHCR's mandate:

- A management framework for the implementation of UNHCR's policies and programmes through the identification of procedures (in the form of manuals, guidelines and help tools) to guide UNHCR in its planning and implementation of operations. This is known as the *OMS Framework*;
- New information technology systems and tools for the management of protection, programmes, the supply chain, human resources, document management, and finance. This is known as the *OMS Integrated Systems Project (ISP)*.

The tasks assigned to the Director for Change were merged into those of the Director of the Division of Operational Support (DOS), as part of the restructuring of headquarters in early 1999. At the same time, the unit, responsible for developing the OMS, was renamed the *Operations Management System Section* within DOS. Limited staff resources for most of the year impaired its ability to complete its tasks.

#### **OMS Framework**

##### ***Objectives***

- Phased introduction of the OMS into field locations;
- Availability of user-friendly tools for field planning and implementation;
- Introduction of the OMS into the UNHCR Manual;
- Co-ordination of changes through the OMS Project Board, which was established in 1998 to oversee development of the new OMS;

- Simplified administrative processes, rules and procedures.

### **Progress and Achievements**

- During 1999, UNHCR organised a total of 15 field workshops covering 57 countries/sub-regions to introduce the OMS hierarchy of objectives (goal, objectives, outputs, and activities) into Country Operations Plans, Projects, and Sub-Projects. Some 325 staff participated in these workshops and a further 150 staff at Headquarters attended briefing sessions on the OMS. A Working Group on Project Accounting and Budget Structure met for most of the year to design a new structure in line with the Unified Budget, which will be introduced as from 1 January 2000, and the OMS hierarchy of objectives.
- Project and Sub-Project Description formats were modified to include the hierarchy of objectives with indicators, and the new formats were gradually introduced at the end of the year. Electronic templates were prepared and issued to all Field Offices, to assist staff in the preparation of the project and sub-project documentation.
- In April and November 1999, two versions of the internal KIMS (Knowledge and Information Management System) CD-ROM were issued. KIMS, which includes a large database of Operational Guidance materials, contains a library of “best practice” and has also been made available on the UNHCR Intranet. Chapters 1 (General Information), 2 (Organisational Structure and Responsibilities) and 12 (Internal Oversight) of

the UNHCR Manual were updated and issued as part of KIMS in November. Some 30 sections of Chapter 4 (Operations Management, formerly entitled Programme and Project Management) were revised in draft form, but the goal to finalise and issue them before year-end was not achieved.

- The OMS Project Board met several times during the year to review, oversee and co-ordinate the change process.
- Agreement was reached on revised key processes at Headquarters, and the results were issued during the second half of the year. A Focus Group was established in August to review all planning and reporting requirements for 2000, with a view to simplifying and streamlining them. The resulting procedures, containing a calendar setting out the programming and reporting cycle, were issued to staff in the field and Headquarters in December.

### **Impact**

Partly due to staffing constraints, implementation of the OMS did not progress as quickly as had been hoped, particularly in the area of automated protection and programme management tools for integration into the OMS Integrated Systems Project (ISP). The phased introduction of the OMS is nonetheless beginning to have an impact on the way in which planning is undertaken in the field. Continued support from headquarters and regional centres will be needed to equip staff with the knowledge and skills to carry out their functions.

## **OMS Integrated Systems Project**

### **Background**

The renewal of information technology (IT) systems is a key element in improving UNHCR’s operating efficiency and accountability in support of the OMS. In September 1998, UNHCR’s senior management approved the ISP Proposal and a Request for Proposal for the related software package was later issued. The ISP consists of three components:

- An integrated software package for the core support areas of Finance, Human Resources, Supply Chain, Protection and Programme Management;
- An electronic document management system;
- The infrastructure required to support these new systems.

### **Objectives**

- To select software packages for both the core areas and document management;

- To define resources needed for the project teams and recruit team members;
- To build technical environments and install the software;
- To train project team members;
- To define the overall implementation approach and phasing.

### **Progress and Achievements**

The long lead-time required for the selection and release of candidates for the ISP team posts led to delays in training on the new software packages and subsequent work-defining requirements.

- A team composed of members from all core areas of UNHCR’s operations evaluated responses to the Request for Proposal issued in November 1998 and recommended the purchase of a software package from PeopleSoft. The Contracts Committee

approved this recommendation in early May 1999 and contract negotiations were completed in June 1999. In February 1999 a Request for Proposal was issued to select a software package for document management. Following an evaluation of the response, the Contracts Committee approved a recommendation in June 1999 to purchase a software package called Livelink/iRIMS.

- A project manager was recruited in March 1999 and 15 temporary posts were created to bring functional and technical teams up to full strength. By December 1999, the combined project team was fully staffed.
- Project team members received training on the software packages in order to design the correct configuration and any modifications needed.

- The necessary technical environments were created and the PeopleSoft and Livelink/iRIMS software packages were installed for testing and training.
- A project plan was developed which defined the scope and timing of the implementation phases for all three components of the project. According to this plan, changes will be introduced gradually over several years to manage risk and ease the amount of organisational change required by the new systems and technology.

## OTHER CHANGE PROJECTS

### Protection Information Management System

This information system was established in 1999 using current information systems. It includes an easily accessible and searchable database containing operational situation reports submitted on a monthly basis by all

UNHCR field offices, as well as a critical events database under development. It will eventually be incorporated into the electronic document management system as part of the ISP.

### Financial Management

#### Objectives

The principal objectives were the decentralisation and delegation of financial processes and authority from headquarters to the field. Financial management training and the development of tools to implement the changes were central to this effort. Specific objectives in 1999 included:

- To continue the global financial management training programme;
- To complete the transfer to the field of responsibility for the processing of accounts;
- To continue developing tools to support this process, including the delegation of Financial Signing Authority and a new hotline at headquarters to respond to recurrent queries and provide front-line support;
- To plan and implement more coaching missions to the field to build local capacity;
- To establish and support the Senior Resource Manager network;
- To continue defining the financial requirements for the ISP.

#### Progress and Achievements

- Financial management training was completed in 1999. Since it began in September 1997, 57 workshops were held in which 1,172 UNHCR staff members participated, including 92 Representatives.
- The transfer of responsibility for accounts processing was completed. Regular monitoring and field missions by Headquarters accountants will be needed to assess whether the transfer is successful in practice. Instructions for the Delegation of Financial Signing Authority were completed in draft form in December 1999 and will be issued in 2000.
- All operations now have a Senior Resource Manager (SRM) in place, who advises the Director on financial matters and other resource issues. UNHCR's Financial Resources Service (FRS) arranged a joint training workshop for SRMs in November, to foster team spirit and build a shared vision of their role and of best practice in the area of financial management.
- The ISP Finance Team continued to define requirements, especially with regard to the new Unified Budget.

## Supply Chain

### Objectives

The Supply Chain Project is designed to streamline the structures and processes used by UNHCR to support its operations with goods and logistics services, in line with best practice in the commercial world. Objectives for 1999 included:

- To continue detailing the business process requirements for the identification of software requirements, as part of the ISP in support of the new OMS;
- To continue developing and commence implementation of the Supply Chain training modules, including computer-based training; and
- To develop the master item catalogue that will contain all expendable and non-expendable items regularly purchased by UNHCR for direct use or distribution; harmonising the catalogue with the United Nations Common Coding System.

### Progress and Achievements

Demands on the Supply and Transport Section during the Kosovo and Timor emergencies over-stretched human resources needed to focus fully on the Supply Chain Project.

- Significant progress was nevertheless made in developing and defining the processes and best practice

## Human Resources Management

### Objectives

- To develop new approaches and policies on human resources management, including postings, promotions and contracts.
- To have the right person in the right job at the right time through a system that is competitive, fair, transparent, timely and cost-effective.
- To improve the management and performance of the entire workforce of the Office.
- To continue the process of decentralisation by providing line managers with the tools and information needed to operate, recognising the point of delivery as the focus of decision and authority.

### Progress and Achievements

- Following comprehensive staff/management consultations, new policies on Postings, Promotions and Contracts were developed and announced in July 1999 for implementation as from 1 January 2000. Transitional measures were identified and implemented and the related guidelines published. An information campaign introduced the policies to the staff at large. The new policies reward demon-

strated ability, involve managers and staff more directly in the postings process and facilitate the efficient expansion and contraction of staffing levels in response to UNHCR's operational requirements. Performance and accountability, at both individual and organisational levels, are the guiding principles of the new policies.

- The Supply Chain team focused on integrating these requirements with those of other user groups, such as the Financial Resources Service. The interface between Supply Chain and Protection and Programme Management was examined. The central challenge was to ensure effective integration with all other aspects of the ISP and to ensure that inter-dependent requirements are consistent and cohesive.
- The Supply Chain team participated in the review and selection of the software package for the ISP and continued to work closely with the team preparing the Request for Proposals.
- Development of various Supply Chain training modules continued. A UNHCR Supply Chain workshop was held in Abidjan in November 1999, bringing together 20 staff members from Central and West Africa. The workshop focused on Supply Chain processes and procedures, as well as on immediate and interim improvements of current purchasing and logistics procedures.
- Work on the master item catalogue showed good progress.

- The regulatory instruments of the appointments and postings bodies were revised in line with the new policies and issued on 21 December 1999. A managerial training module in competency-based interviewing techniques was developed and delivered to senior management at Headquarters, as a first step in support of the new approach to postings.
- Policies were developed under the work/family agenda and for conditions of service in non-headquarters postings, in particular hardship and non-family duty stations. These included:
  - Part-time employment for professional staff;
  - Working arrangements for nursing mothers;
  - A streamlined rest and recuperation package, which was piloted in Kosovo and East and West Timor;

- Revised administrative measures were introduced for mission areas in Sri Lanka and Western Sahara;
- Improved procedures were introduced for mental health and stress relief, including Mandatory Absence for the Relief of Stress (MARS), Voluntary Absence for the Relief of Isolation (VARI), and Supply Travel on Rotation (STAR);
- UNHCR also launched a Special Operational Living Allowance Rate (SOLAR) in South-Eastern Europe.
- Delegation of management of locally recruited staff to the field, combined with functional and managerial training, was completed by the end of April. Missions to monitor the process of delegation were carried out in Argentina, Central African Republic, Egypt, Ethiopia, Guinea, Jordan, Kenya, Lao People's Democratic Republic, Malaysia, Morocco,

Rwanda, Saudi Arabia, Senegal, Somalia, the Syrian Arab Republic, Thailand, Tunisia, Uganda, the United Republic of Tanzania, Venezuela and Viet Nam, to assess success and to address problem areas or concerns. The Staff Administration and Management Manual (SAMM) was reissued in English and French to include internationally recruited staff, in preparation for the establishment of Regional Service Centres. Version 2 of the InSite CD-ROM on human resources policies and procedures was updated and issued in English and French.

- The definition of roles, responsibilities and reporting lines for Human Resources Officers in the Regional Service Centres (RSC) in Africa was clarified and posts were identified for re-deployment to the RSCs.
- Business process mapping and re-engineering was undertaken for the ISP.

## Career Management System

### Objectives

A major challenge for UNHCR during 1999 was effective implementation of the Career Management System (CMS) and compliance with the newly designed performance appraisal process by managers and staff. Specific objectives included:

- To implement CMS fully, including transition management measures and the simplification and improvement of processes;
- To consolidate CMS processes, namely, information technology-related solutions for the transition phase and in preparation for the ISP;
- To integrate career/performance information in human resources processes;
- To improve the career planning aspects of CMS; and
- To establish the career planning function.

### Progress and Achievements

Staff shortages during key stages of CMS implementation during the last quarter of 1999 hindered the achievement of certain objectives (such as a new career planning framework) and CMS integration into different human resources processes, including recruitment, placement, and promotion. After a slow start, compliance with CMS improved greatly during 1999, covering 73 per cent of all regular UNHCR staff. The following progress was also achieved:

- Monitoring and feedback tools were developed in February for managers and staff, to enable them to understand the performance appraisal process, including the need for consistency in ratings.
- The Joint Monitoring Committee (JMC) was estab-

lished in June to serve as an advisory body for the career management system. It monitors implementation and compliance with the procedures, assesses overall results and provides feedback to the CMS team.

- Follow-up refresher sessions, organised centrally, were held for middle-level managers and field operations from June to November 1999. Seven CMS application training sessions were held for both Headquarters and field Performance Appraisal Review administrators during 1999.
- Competency requirements for standard jobs were established within the competency framework. This information was incorporated into the vacancy management process as from June.
- Statistical reports were produced for managers and used in UNHCR's Senior Management Committee and the postings and promotions boards, highlighting the compliance of managers with the performance appraisal system.
- The Performance Appraisal Review Application, including reports and ratings charts and tools, was realigned to Windows 95 and used at both headquarters and field locations in December.
- A joint gap analysis on the ISP competency management module was carried out by UNHCR, in cooperation with PeopleSoft consultants.
- Competency data/ratings were included in staff profiles and Fact Sheets in September.
- The *Guidelines on Performance Management* were completed, and approved by JMC in August.

## OTHER ORGANISATIONAL ISSUES

### Staffing

Like an accordion, UNHCR's staffing levels expand and contract as staffing needs arise and subside, often concurrently in different locations. UNHCR continued to try to reduce staffing levels during the first quarter of 1999. Successive emergencies in South-Eastern Europe and East Timor, however, obliged the Office to create a number of new international and local posts, both in the countries affected by initial outflows and, subsequently, in the areas of return. These emergency operations led to the creation of over 500 posts including both international and local positions, which were only partly offset by reductions in other regions.

The sudden, sharp rise in staffing needs for the Kosovo refugee emergency obliged UNHCR to lift a September 1996 freeze on external recruitment in June 1999. UNHCR rapidly deployed some 30 short-term staff to the region, to bridge the period between the end of deployment of the Emergency Response Teams (May/June) and the arrival of formally assigned staff (September onwards). The same strategy was used to mobilise staff for the emergency in East Timor. Overall, 118 professional posts in the Kosovo/East Timor operations were filled between June 1999 and January 2000, 11 of which through external recruitment. The high

### Gender Equity

#### Progress and Achievements

In 1999, UNHCR remained committed to achieving gender parity, as stipulated in General Assembly resolution 52/96. Incremental progress continued to be made during the year to improve the overall percentage of women in UNHCR. As at 31 December 1999, 39.3 per cent of staff in the professional category were female, compared to 32.3 per cent at 31 August 1995. The inclusion of JPOs and short-term staff in this category, however, inflates the percentage somewhat and masks the persistent under-representation of women in senior grades. Certain occupational profiles, most notably Field Staff Safety Advisers, remain 100 per cent male. Gender parity was targeted and attained for all other external recruitment in 1999. A special effort was made during the 1999 annual promotion session to promote women into the higher grades. In addition, the High Commissioner appointed three women to D-2 posts.

A major problem facing UNHCR in its effort to increase gender equity is the retention of women in

### Posts in the Field and at Headquarters

(1 January 1999 and 31 December 1999)

Grade	Posts		Change	
	1 Jan. 1999	31 Dec. 1999	No. of Posts	%
<b>Field</b>				
P <sup>(a)</sup>	842 <sup>(b)</sup>	933	91	11%
G	3,006	3,278	272	9%
<b>Total</b>	<b>3,848</b>	<b>4,211</b>	<b>363</b>	<b>9%</b>
<b>Headquarters</b>				
P <sup>(a)</sup>	323 <sup>(c)</sup>	326	3	1%
G	368	365	(3)	(1%)
<b>Total</b>	<b>691</b>	<b>691</b>	<b>0</b>	<b>0%</b>
<b>Overall</b>				
P <sup>(a)</sup>	1,165	1,259	94	8%
G	3,374	3,643	269	8%
<b>TOTAL</b>	<b>4,539</b>	<b>4,902</b>	<b>363</b>	<b>8%</b>

(a) Excluding JPO posts

(b) Adjusted to reflect posts phased out later than anticipated

(c) Adjusted to reflect restructuring at UNHCR HQ

proportion of internal reassignments to Kosovo created vacancies in other regions. UNHCR therefore resorted to external recruitment on a wider scale, to fill occupational profiles for which there was a shortage of internal candidates or no qualified, internal staff were available – such as Field Safety Advisers, Protection Officers, Community Services Officers, Public Information and External Relations Officers. During the year, a total of 49 external candidates were recruited.

middle management. Many would ideally progress to senior management were they to remain in the Office, but instead opt for other alternatives. Of 30 staff on special leave without pay, 24 are women, 13 of them at P3 level. Of 44 staff members on Secondment/Reimbursable Loan arrangements, 16 are women with five each at levels P3 and P4. In effect, a total of ten out of the 16 women on Secondment/Reimbursable Loan are at levels P3 and P4 (as compared to just half the men). This indicates a systemic pattern that suggests that at least some of these women experience tensions between life-cycle or professional priorities and their employment at UNHCR for significant periods of time during their careers. The bottleneck to the career advancement of women at UNHCR is occurring at the P4 level. This is a gender equity issue.

To sustain a coherent focus on gender equity, UNHCR created a temporary function of Special Advisor on Gender Equity for a period of one year. Recruitment for this position was completed in 1999 and the incumbent, a specialist in gender equity issues, began her

assignment in the second quarter of 2000. The advisor will spearhead initiatives to improve the representation of women among staff, particularly at more senior levels. She will identify and analyse factors that enhance or hinder the advancement of women in the Office, and devise strategies to improve their situation (such as targeted training programmes, staff training

and development, improved communications to dispel myths and challenge gender stereotyping, appropriate data analysis for planning and monitoring). Finally, the advisor will identify long-term needs and cultural challenges, forecast requirements and gaps, and propose new strategies.

## Staff Welfare

### Background

The Headquarters-based Staff Welfare Unit continued to focus on the needs of the staff in the field, especially those serving in emergency operations, through direct counselling of groups or individuals; training; and reviews of policies affecting staff welfare. Major areas of concern were staff safety and basic working conditions, cumulative and traumatic stress, and HIV/AIDS in the workplace.

### Objectives

Major objectives in 1999 were:

- To provide support to staff when personal, social or work-related problems affected their ability to perform effectively;
- To orient newly posted Headquarters staff on living conditions in Switzerland and related matters;
- To increase awareness of stress-related issues by organising training sessions, workshops and other meetings focusing on stress-awareness and stress-management; and
- To contribute to the development of policies related to staff welfare.

## Staff Security

### Background

The security of staff working in field locations is a major concern for UNHCR and the humanitarian community. Fifty-two serious incidents involving UNHCR staff members took place in 1999. As part of the restructuring of UNHCR Headquarters, the Field Safety Section (FSS) – which focuses on field safety issues – was placed within the Division of Operational Support as of 1 January 1999. New responsibilities for camp safety issues were assigned to FSS and resulted in an increase from two P-4 posts to a total of four professional staff. UNHCR's Standing Committee examined the question of staff security at a meeting in February 1999.

### Progress and Achievements

Limited staffing was a major constraint, since only one of the two professional posts in the unit was filled at any one time for most of the year. The frequent travel undertaken by the Senior Staff Welfare Officer disrupted the provision of services to staff at headquarters and impeded a sustained focus on policy issues. Despite the difficulties, six stress management training sessions were held in Angola, the Federal Republic of Yugoslavia (Serbia and Montenegro) and Uzbekistan, covering 75 per cent more staff members than initially planned (140 instead of 80). The Senior Staff Welfare Officer undertook five field missions (Angola, Burundi, Kenya, Slovenia and countries/areas affected by the Kosovo emergency). She also served as the resource person for the Middle Management Learning Programme and the Workshop on Emergency Management. The unit participated in the UN Development Group Task Force on HIV/AIDS in the workplace, by reviewing and improving the existing training material on HIV/AIDS. The unit also began to liaise closely on staff welfare issues with the Field Staff Safety Officers as well as Senior Human Resources Officers, and continued to work closely with the Staff Council and UNHCR's Medical Service.

### Objectives

UNHCR pursued three broad objectives during the year:

- To monitor security, particularly in high-risk duty stations, and assess compliance with existing guidelines and standards;
- To develop camp safety mechanisms; and
- To resume safety training for all staff in the field, in accordance with the recommendations of the United Nations Security Co-ordinator (UNSEC-OORD).

### Progress and Achievements

- **Monitoring the Security Environment by Assessing Compliance with Guidelines and Standards:** UNHCR increased the number of field-based Field Safety Advisers (FSA) from 16 in 1998 to 22 in 1999.

The Office also supported the establishment, where appropriate, of new inter-agency cost-shared Field Security Officer (FSO) posts. FSS carried out security assessment missions in Algeria, Colombia, Morocco and Turkey. In addition, FSS staff were deployed twice as members of UNHCR's Emergency Response Teams (Albania, The former Yugoslav Republic of Macedonia and Indonesia). The Permanent Working Group on Safety was re-constituted in August 1999 to elucidate and develop specific security-related guidelines, including Minimum Operations Safety Standards (MOSS).

- **Camp Security Measures:** During the year, UNHCR also made the international community more aware of the need for better security in refugee camps and areas hosting refugees. UNHCR presented a discussion paper to its Standing Committee in February describing a range of options, including preventive measures as well as co-operation with, and support for local law enforcement authorities. In certain instances, UNHCR may have to engage with local and/or neighbouring police and military structures, to ensure safety and security in refugee-populated areas. Discussions were initiated with the International Police Organisation (INTERPOL), with the aim of developing a roster of police officers who could be seconded to UNHCR on short notice to assist in either directly providing camp security assistance or to work with local police authorities. In addition, FSS staff undertook two missions to New York to meet with representatives from the Department of Peace Keeping Operations (DPKO). The missions studied DPKO's standby arrangements in a search for a suitable model for UNHCR's own possible standby agreements with police organisations to assist with camp safety. Finally, FSS worked on a camp security questionnaire/database that will hold information on crimes against refugees.
- **Staff Security Awareness Training:** In 1999, FSS provided security awareness training to:
  - Sixty Emergency Response Team members at the Workshop for Emergency Managers (WEM) held in March and October;
  - Fifty new recruits, as part of induction briefings at headquarters;
  - Twenty Norwegian Refugee Council (NRC)/Danish Refugee Council (DRC) standby roster staff for secondment to UNHCR as Field Safety Advisors during emergencies;
  - Staff members in duty stations visited during security assessment missions;
- FSAs attending training sessions organised by

UNSECOORD. Four attended a Hostage Incident Management Workshop in October and three Africa-based FSAs attended a Field Security Officer Workshop in November.

- Staff security training and briefings were also organised locally and conducted on a regular basis by the field-based FSAs. FSS also funded security training sessions in two locations in Cambodia through UNHCR.

