

Annexes
Evaluation of the UNHCR Quality Integration Project
In the United Kingdom

July 2017

ES/2017/01

UNHCR Evaluation Service

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**Evaluation of the UNHCR Quality Integration Project in the United Kingdom Report
Annexes**

Annex A: Terms of Reference

Annex B: Theory of Change Matrix

Annex C: Field Mission Schedules

Annex D: Interview Questions

Annex E: Individuals interviewed

Annex F: Documents Reviewed

Annex G: Statistical Annex

Annex A Terms of Reference

Draft Terms of Reference Evaluation of UNHCR UK's Quality Initiative Project

Introduction

These Terms of Reference (TOR) are for the evaluation of UNHCR's UK Quality Initiative/Integration Project (QI). The evaluation is being commissioned by the UNHCR Policy Development and Evaluation Service (PDES) and will be conducted by an external evaluation consultant or consultants. These TORs have been prepared by PDES and articulate the overall purpose, focus and deliverables of the evaluation. They also set out the key evaluation questions to be answered and the methodology to be followed. The final TOR will be based on comments on this draft document from stakeholders and on agreement with the selected evaluation consultant or consultants. The evaluation is scheduled to take place from November 2015 to January 2016.

Background

The evaluation is a thematic evaluation of the QI as a means of implementing UNCHR's supervisory role with regard to the UK asylum system, and aims to provide strategic insight to UNHCR BO London and the Regional Representation for Western Europe.

The basis for the QI is UNHCR's supervisory role with regard to state asylum procedures as set forth in paragraph 8 of the UNHCR Statute: "The High Commissioner shall provide for the protection of refugees falling under the competence of his Office by: (a) promoting the conclusion and ratification of international conventions for the protection of refugees, supervising their application and proposing amendments thereto." Articles 35 and 36 of the 1951 Convention relating to the Status of Refugees contain the corresponding treaty obligations of states, whereby states parties to the Convention undertake to co-operate with the UNHCR in the exercise of its functions, and to facilitate its duty of supervising the application of the Convention. ¹

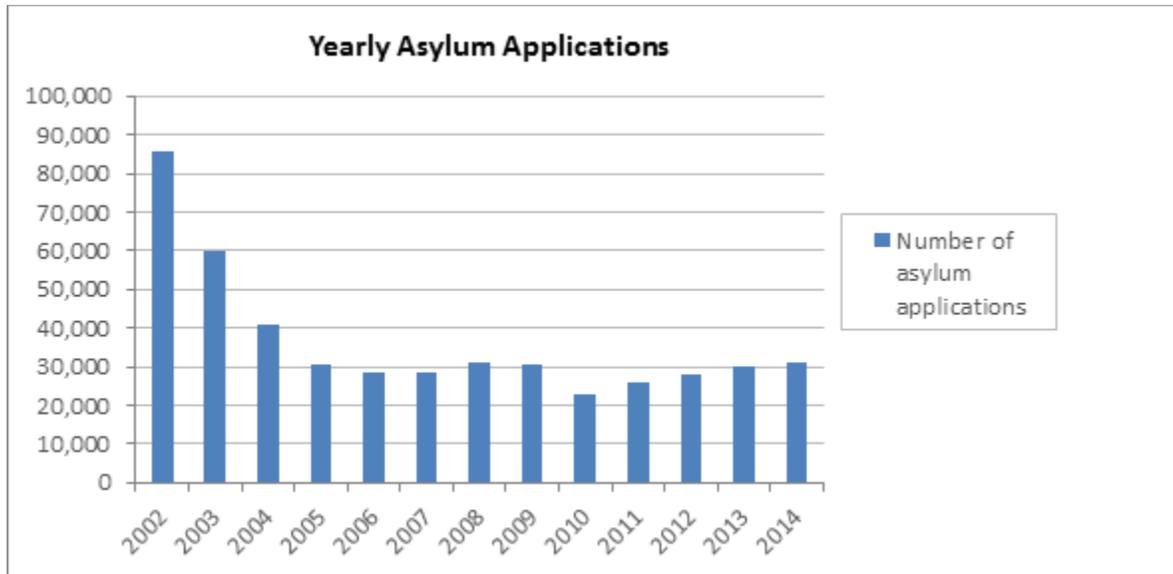
In 2014, the UK received 31,260 asylum applications,² an increase of 5% from 2013, making it the 8th ranking country in terms of number of the total number of asylum applications filed in industrialized countries. However, there has been a significant decline in numbers compared to 2002-04.

The numbers of asylum applications for the period including the negotiation of the QI to the present are shown below. ³

¹ For a full discussion of the supervisory role of UNHCR, see Volker Turk, UN High Commissioner for Refugees (UNHCR), *UNHCR's supervisory responsibility*, October 2002, ISSN 1020-7473, available at: <http://www.refworld.org/docid/4fe405ef2.html> [accessed 18 May 2015]

² UNHCR Asylum Trends 2014

³ UNHCR Asylum Trends 2002-2014



The Quality Initiative Project formally began in December 2004, after a pilot project which ran from June to December 2004. The QI began after high level discussions between UNHCR and the Home Office as the UK had experienced a peak in asylum applications in 2002 and new legislation, the Nationality, Immigration and Asylum Act of 2002, restricted the right to appeal. UNHCR was concerned at the growing backlogs and a lack of procedural safeguards and in this context, UNHCR offered to second staff to support the UK government to facilitate asylum reforms. The objectives of the original QI were to:

- Improve the overall quality of decision-making through monitoring of asylum procedures
- Encourage less reliance on lengthy and costly appeals
- Increase public confidence in the asylum system
- Create an environment conducive to durable solutions

Since December 2004, there have been three separate grant agreements, the last one for the years 2013-2015, funded by the Home Office.

In the first phase, 2004-2009, the QI focused on improving first-instance decisions, and creating quality assurance mechanisms. Recommendations were made to the Minister for Borders and Immigration covering recruitment, training and accreditation, interviewing techniques, use of interpreters, use of country of origin information and assessment and monitoring of decisions and interviews. Three reports covering quality of decision making generally were prepared and two thematic reports were submitted on (1) the quality of decisions for child asylum-seekers and (2) the quality of decisions in the Detained Fast Track. An important aspect was to support the UK government to establish their own internal quality audit mechanisms, and an internal mechanism was established in 2007.

During the second phase from 2010 to present, the Project was renamed the Quality Integration Project and focused more on identifying and assuring the procedural and substantive needs of specific groups of persons, such as families and detained asylum seekers, and addressing gaps in existing guidance and training. Thematic audits included a further review of the Detained Fast Track, a report on the quality of asylum processes for families and a report on the consideration of the best interest of the child in families seeking asylum. The Quality Integration project changed names as it was agreed between HO and UNHCR to acknowledge and reflect in the name of the project the progress that had been made and the need to better integrate the changes already made.

The QI grant for 2013-2015 amounts to GBP 191,500 per year. The objectives, according to the Grant Agreement were:

- To develop protection-sensitive processes for identifying and dealing with persons in need of international protection and to develop safe, secure and credible screening and routing procedures which are able to identify applicants with particular vulnerabilities or protection needs as early as possible;
- To promote and develop fair and efficient asylum determination procedures which provide asylum applicants with adequate opportunity to fully present their asylum claim and facilitate full consideration of an application;
- To promote and develop well-reasoned first-instance asylum decision-making;
- To continue to develop robust quality assurance mechanisms within refugee status determination procedures;
- To promote and develop fair procedures and well-reasoned decisions for ceasing, revoking, or cancelling refugee status, or for lifting the protection from non refoulement for refugees pursuant to Article 33(2) of the 1951 Refugee Convention.

The activities of the QI, according to the grant agreement, include:

- (i) Reviewing, commenting and offering advice on mechanisms for identifying persons in need of international protection; the identity data gathering process, and specific asylum processes including detained fast track, detained non-suspensive appeals, third country unit and age assessment;
- (ii) Commenting and advising on implementation of previous QI recommendations;
- (iii) Commenting and advising on initiatives to improve the asylum decision procedure;
- (iv) Reviewing Home Office training materials, and supporting the Home Office to ensure consistency and quality of training;
- (v) Support the Home Office in the development of guidance and training;
- (vi) Undertake quality audit review of statelessness procedures

The QI is implemented directly by UNHCR. Three UNHCR staff members work on a daily basis in consultation with the Home Office. They have office space at the Home Office (Lunar House), where they spend on average 2-3 days per week and have access to decisions, files relating to asylum applicants, case information databases, Home Office intranet, policy documents and other information. These staff members are supervised by the UNHCR Legal Officer in BO London.

UNHCR's broader protection activities in the UK include the following objectives: (i) law and policy developed or strengthened; (ii) access to the territory improved and risk of refoulement reduced; (iii) access to and quality of status determination procedures improved; and (iv) public attitude towards persons of concern improved.

The Grant Agreement provides that the Quality Integration Project Steering Group, chaired by UNHCR Senior Legal Officer and the Home Office Deputy Director meets twice a year to ensure that the terms of reference are implemented and to review progress reports.

Purpose, Objectives and Scope

The evaluation has the dual objectives of learning and accountability. With respect to the learning objective, the evaluation will examine the reasons why certain results were or were not achieved with a view to drawing evidence-based lessons to inform operational and strategic decision-making. With respect to the accountability objective, the evaluation will assess the performance and results of the Quality Initiative/Integration Project. The evaluation is of UNHCR's activities and various methods of engagement implemented under the Grant Agreement and not of the UK asylum system.

The evaluation will be participatory and collaborative in approach with an emphasis on informing the future direction of the Quality Integration Project.

The scope of the evaluation is the last grant period, i.e. from 2013 to 2015. At the same time, consideration will be given to the evolution of the project since its inception, particularly in terms of assessing its relevance.

The users of the evaluation include HQ, RRWE, Europe Bureau and UK level UNHCR staff and managers involved in protection activities in the UK, and UK government staff including Home Office staff.

Evaluation Criteria and Questions

The criteria for the evaluation include relevance, effectiveness, coherence/connectedness, coverage, impact and sustainability. The evaluation questions below may be refined in the inception phase.

Evaluation Questions

Relevance

- Are the objectives of the QI appropriate and relevant to UNHCR's protection mandate and supervisory role with regard to asylum?
- How have the objectives of the QI changed in the period 2004-2015?
- As the Home Office has its own Quality Assurance, does UNHCR's continued involvement add value?

Effectiveness

- Have the inputs (staff and resources) been effective in meeting the objectives of the QI project?
- Have the QI staffing resources been appropriate for the effective implementation of the QI project?
- To what extent has the QI achieved its objectives of promoting and developing fair and efficient asylum determination procedures through the methods of engagement used under the Project?
- To what extent has the QI's engagement led to UK government's implementation of recommendations in the areas QI has focused on?

Coherence/Connectedness

- To what extent is the QI coordinating with the European Asylum Support Office and other EU level quality assurance initiatives?
- What partnerships were established to support the QI?

Coverage

- Have the activities of the QI Project and the methods of engagement utilized contributed to fairer and more efficient asylum procedures for asylum-seekers in the UK, including for example, survivors of SGBV, LGBT asylum seekers, and detained asylum seekers?

Impact

- What have been the outcomes, both intended and unintended, of the QI for asylum-seekers, refugees and the asylum process as a whole?
- What were key factors that led to these outcomes?

Sustainability

- What are gaps that could usefully be filled in the coming years?
- Has the QI supported the implementation of a statelessness determination procedure and monitored the quality of decision making?

Methodology

The evaluation will be based on a Theory of Change approach for humanitarian action. Theory of Change involves the identification and testing of the assumptions/ strategies of a programme and whether activities based on these assumptions have contributed to achieving intended impacts.

This approach is particularly useful for learning as it allows for an assessment of whether underlying theories are faulty or identify issues with programme implementation. Evaluation results can indicate if programmes are on track to achieve stated objectives and help stakeholders adapt strategies to achieve intended results. If no Theory of Change has been articulated, it may be elaborated in conjunction with stakeholders in the inception phase.

The evaluation will be participatory and collaborative in approach with an emphasis on learning opportunities to inform future programme design, management and implementation. A mixed-method approach is envisaged, including qualitative (interviews and surveys) and quantitative methods (document review and data analysis, including monitoring data if available). It will include interviews and focus group discussions with key stakeholders including relevant UNHCR staff at HQs, RRWE, Europe Bureau and UNHCR UK, national authorities including judges and legal practitioners, NGOs, donors and affected populations. Consultations will ensure that diverse groups of asylum-seekers and refugees are included, including men, women, boys, girls, and persons with vulnerabilities. Data from the different sources will be triangulated and cross validated so as to determine the robustness of the findings.

The detailed methodology will be designed by the evaluation team during the inception phase, following a desk review and preliminary interviews with key stakeholders. The evaluation team will thereby assess and confirm the evaluability of the questions set out above. For each key evaluation question, the information/data source, method and associated criteria will be clearly defined so as to constitute a solid evidence base for any findings. The methodology and evaluation questions will be finalized by agreement between the evaluation team and PDES following submission of the inception report and data collection tools by the evaluation team.

Theory of Change (ToC)

During the 2013-15 grant period, the overall goals pursued under the agreement were strengthening the quality of refugee status determination (RSD) and ensuring compliance with international standards. UNHCR focused on supporting the UK government's implementation of previous recommendations and development of quality assurance processes, including training delivery and commenting on government training packages and operational policy guidance. Thematic areas included credibility assessments, processing of family claims and child claims, Best Interest determinations, adjudication of cases of LGBTI claimants and survivors of SGBV, detention and statelessness determination procedures.

The QI activities supported by UNHCR to achieve these objectives are listed in the Background section, Page 3. They were delivered in the form of a regular staff presence within the Home Office working closely with relevant officials. The key assumption underpinning the project's design is that this direct and day to day cooperation on the associated activities between the Home Office and UNHCR would produce improvements to asylum procedures and greater confidence in their credibility.

The evaluation will (i) seek to test the validity of the project design and its performance in securing progress towards these stated objectives, and (ii) identify and help address any related shortcomings in the current design, structure and implementation of the project.

Evaluability

The intended outcome "fair and firm asylum decisions" is not one that lends itself easily to measurement. Grant Agreement Reports (mid- and end-year), which include coverage of the QI Project, are produced twice a year, and there is a matrix of all the recommendations that have been made to the UK Home Office. While the UK government has accepted the majority of recommendations, either partially or in full, not all of those accepted have been implemented. One output of this evaluation could be tools to measure outcomes of the project in any future grant cycle, or suggestions as to how UNHCR can carry out its supervisory role with regard to asylum systems in industrialized countries.

Oversight and Quality Assurance

PDES will ensure that the evaluation comports with international good practice for evaluations during the production of the inception, draft and final reports. The PDES Task Manager and the Head of Service will ensure that the process passes two levels of review. The primary aim of quality assurance will be to verify that the report: (i) conforms with the ToR, and (ii) that it provides the required evidence to ensure that its findings are credible and verifiable and that they are linked to its findings conclusions and recommendations.

Timeline and Deliverables

The evaluation team will be responsible for producing the following key deliverables in accordance with the agreed timeline. All deliverables should be provided in English.

- **Inception report** – The inception report should include a preliminary analysis of the operation and context, and an evaluability assessment. A detailed methodology should be provided and an evaluation matrix setting out how each of the evaluation questions will be answered. A detailed schedule of activities and deliverables should be provided, designating who has responsibility for each.
- **Data collection tools** – The evaluation team should develop specific data collection tools to address the evaluation questions, consistent with the proposed methodology.
- **Oral briefing to stakeholders** – At the end of the evaluation mission, the evaluation team should provide an oral briefing to stakeholders presenting the initial analysis of the data collected through the desk review and evaluation mission.
- **Evaluation report** – The evaluation report should include the following: executive summary, description and short assessment of methodology, findings, analysis, conclusions recommendations and references, and should not exceed 40 pages. The ToR, data collection instruments and other relevant information should be added to annexes. Findings and conclusions should be evidence-based and clearly linked to the evaluation questions. Recommendations should be limited in number, actionable and directed to relevant actors.
- **Final briefing with PowerPoint presentation** – The evaluation team will provide a final briefing to key stakeholders in the UK, including a PowerPoint presentation of the main findings, conclusions and recommendations.
- The final report will be placed in the public domain, and a management response will be required.

Organization and Conduct of the Evaluation

The evaluation will be jointly managed by PDES and UNHCR London and will be conducted by a team of independent evaluation consultants. A reference group will be convened, and will include UNHCR staff from DIP, and the Regional Bureau for Europe. The reference group will play an advisory role and provide substantive and timely feedback on the draft terms of reference, inception and final reports. The Home Office will also be requested to provide input on the draft terms of reference and reports.

Team composition and competencies:

The evaluation team is expected to comprise two persons and should together include the following expertise and skills:

- Demonstrated competence in mixed-method evaluation in a humanitarian context;
- Demonstrated knowledge of the UK asylum procedures;
- Excellent writing and communication skills in English.

None of the team members will have had any direct involvement in the Quality Initiative/Integration Project, to avoid conflict of interest.

UNHCR London Office will provide the evaluation team with documentation and information necessary to the evaluation; facilitate contact between the evaluation team and stakeholders;

provide logistical support for briefings and field visits; assist in arranging interpretation for the evaluation team, if needed; and provide feedback to the evaluation team on deliverables in a timely manner.

The final evaluation report and management response will be published on the PDES website. The conduct of the evaluation should conform to UNEG Ethical Guidelines for Evaluation⁴ and the UNEG Code of Conduct for Evaluation in the UN System.⁵ The evaluators will be independent of the activities to be evaluated and have no stake in the outcome of the evaluation.

Guidelines for submission of proposal

Bidders should submit a proposal outlining:

- a) A technical proposal including:
 - The design and data collection methods proposed for the evaluation, minimizing repetition of information stated in the TOR.
 - A proposed work plan, indicating the role and contribution of each team member to each evaluation phase.
 - The composition and competencies of the proposed team, including details of team members' relevant qualifications.
 - A minimum of two references from clients for whom evaluation projects of a similar scope were carried out, including an indication of the scope and scale of projects and the nature of services provided. UNHCR may contact referees for feedback on services provided to them by bidders.
- b) A cost proposal, indicating
 - A firm fixed-price bid in US Dollars. All costs will be fixed except for travel to selected destinations, which will be on a cost-reimbursable basis. All rates quoted must be exclusive of tax, as UNHCR is a tax-exempt organization.
 - A proposed payment schedule linked to deliverables.

UNHCR will award the contract after considering the technical and cost factors, on the principle of best value-for-money.

UNHCR PDES October 2015

UNHCR seeks a consultant or consultants to undertake an evaluation of UNHCR's Quality Initiative in accordance with the draft terms of reference attached. Location is flexible, and missions to the UK and Geneva will be required.

The consultants should be familiar with UNHCR's mandate and protection role, and with the UK asylum system. Excellent writing skills in English and good communication skills are required.

Please send expressions of interest, including a CV and consultancy fee requirements to Helen Morris, morris@unhcr.org, -primary contact person--and Ana Pollard, pollard@unhcr.org by **20 October 2015**.

Helen Morris, morris@unhcr.org

⁴ <http://www.unevaluation.org/document/detail/102>.

⁵ <http://www.unevaluation.org/document/detail/100>.

Annex B

Theory of Change: Objectives, Expected Changes and Assumptions

Objectives	Expected Results	Assumptions
<p>Develop protection-sensitive processes for identifying persons in need of international protection and throughout the asylum system.</p>	<p>Situations of individuals likely to be in need of international protection are taken into account.</p> <p>Safe, secure and credible screening and routing procedures that identify individuals with specific needs and those with protection needs as early as possible are in place.</p>	<p>If UNHCR, through its QIP, provides input and recommendations to the HO regarding the need to develop a protection-sensitive system asylum system and to identify individuals likely to be in need of international protection and those who have specific needs, then the needs of these asylum-seekers will be addressed as early as possible and throughout the asylum system because the HO will take this input into account in the asylum system.</p>
<p>Develop fair and efficient asylum determination procedures.</p>	<p>Asylum system facilitates fuller and fairer consideration of claims and provides the opportunity for applicants to fully present their claims and to receive decisions in a timely manner.</p>	<p>If asylum decision-making is audited by the QIP and recommendations are made to the HO based on these audits, then asylum applicants will receive fuller and fairer consideration of their claims and will more likely receive a decision within a reasonable time frame because the HO will implement at least some of the recommendations.</p>
<p>Develop well-reasoned first-instance asylum decision-making.</p>	<p>Appropriate recognition and granting of asylum to individuals in need of international protection are provided within a reasonable time frame.</p> <p>More decisions are well-reasoned and meet quality standards.</p>	<p>If asylum decision-making is audited by the QIP and recommendations are made to the HO based on these audits, then the quality of decision-making will improve and a greater number of decisions will be well-reasoned, meet agreed quality standards and be timely made because the HO will implement the recommendations.</p>
<p>Develop robust quality assurance mechanisms within the asylum determination system.</p>	<p>Asylum policies, instructions, quality assurance mechanisms and trainings are appropriately, effectively and consistently implemented.</p>	<p>If the QIP provides comments and recommendations on asylum-related policies, instructions, trainings and quality assurance mechanisms, then the quality of asylum policy, instruction and training will improve because the HO will incorporate at least some of the recommendations into its asylum-related materials.</p>

Annex C
UNHCR UK Quality Integration Project Field Mission Schedules

London Field Mission 14-18 March 2016

Monday 14 March 2016	
9.15 – 10.00	All morning meetings held at UNHCR London Meeting with Gonzalo Vargas Llosa (Representative)
10.00 – 11.00	Room: London Meeting room Meeting with Peter Grady (Legal Officer) and Leonard Zulu (Senior Legal Officer)
11.00 – 12.00	Room: London Meeting room Meeting with Helen-Marie Fraher, Mohbuba Choudhury
12.00 – 13.30	Lunch and Travel to Lunar House
13.30 – 14.30	All afternoon meetings held at Lunar House (40 Wellesley Road, Croydon, London CR9 2BY) Room 1302 – 13 th Floor Meeting with Kerry Giles (EU and International Asylum Policy, Senior Executive Officer) Contact details: +44 20 7035 8424
14.45 – 15.45	Room 1302 – 13 th floor Meeting with Mike Gallagher (Children and UASC, G7) Contact details: +44 20 7035 8569
Tuesday 15 March 2016	
9.00-10.00	Meeting held at Lunar House (40 Wellesley Road, Croydon, London CR9 2BY) Room 1307 – 13 th floor Meeting with Karen Gallagher (focal point for Detention and LGBTI, G7) Contact details: Please ask for Peter Kilsby at Reception: +44 (0)20 8196 4895 Karen's number: +44 20 8760 8592
10.00 – 12.00	Travel to the Home Office and lunch, 2 Marsham Street
12.00 – 14.00	Meeting held at Home Office (2 Marsham Street, London SW1P 4DF) Seacole Room S1.43 Meeting with Home Office counterparts: <ul style="list-style-type: none"> • Ian Martin (Former Director, Asylum Operations) – will be dialing in. • Rob Jones (Asylum and Family Policy Unit) Contact details: Cheryl Pellew +44 20 8196 0539
14.00 – 16.30	Travel to Amnesty International
16.30-17.30	Meeting held at Amnesty Office (25 New Inn Yard, London EC2A 3EA) Meeting with Steve Symonds (Programme Director Refugee and Migrant Rights) Contact details: +44 20 7033 1742
Wednesday 16 March 2016	
9.30-10.30	Meeting held at Lunar House, 40 Wellesley Road, Croydon, London CR9 2BY). Room 1302 – 13 th Floor Focus group with Asylum Decision Makers and Technical Specialists Please ask for Peter Kilsby at Reception: +44 (0)20 8196 4895 Contact details: Tom Carlton +44 208 196 5284
10.30-11.30	Meeting held at Lunar House (40 Wellesley Road, Croydon, London CR9 2BY). Room 1302 – 13 th Floor Meeting with Bill Gale (Senior Executive Officer), Dave Hollings-Tenant (G7) and Lea Jones (Senior Executive Officer) (Asylum Policy team) Contact details: +44 20 8760 8036

11.30-12.30	Travel to Asylum Aid
12.30-13.30	Meeting held at Asylum Aid's Office (Club Union House, 253-254 Upper Street, London N1 1RY) Meeting with Asylum Aid, Debora Singer (Policy and Research Manager) Contact details: +44 20 7354 9631 x208
13.30-14.15	Lunch
14.15-15.15	Meeting also held at Asylum Aid's Office: Meeting with European Network on Statelessness, Chris Nash (Director) Contact details: +44 7522 525673
15.15-16.00	Travel to Refugee Council
16.00-17.30	Meeting held at Refugee Council's Office (Gredley House, 1-11 Broadway, Stratford, E15 4BQ) Meeting with Judith Dennis (Policy Manager) and Anna Musgrave (Women's Advocacy Manager) Contact details: +44 20 7346 6700
Thursday 17 March 2016	
13.00-14.00	Meeting held at UNHCR London (Video-Conference room) Meeting with Sarah-Jane Savage (via telephone +44 7824 819 399)
14.30-16.00	Meeting held at UNHCR London (Video-Conference room) Meeting with David Rhys Jones (Law and Policy Advisor, Helen Bamber Foundation) Contact details: +44 20 3058 2020
Friday 18 March 2016	
10.00 – 11.00	Meeting held at UNHCR London (Meeting Room) Meeting with John Vine (Former Chief Inspector) Contact details: +44 7963 548791
11.00 – 11.30	Travel to ILPA
11.30-13.00	Meeting held at ILPA'S Office (Lindsey House, 40-42 Charterhouse, London EC1M 6JN) Meeting with Alison Harvey (Legal Director) Contact details: +44 20 7251 8383
13.00-14.00	Travel to No 5 Chambers and lunch
14.00-15.00	Meeting held at No 5 Chambers (Greenwood House, 4-7 Salisbury Court, London EC4Y 8AA) Meeting with S. Chelvan (Barrister) Contact details: +44 7951 536844
15.00-15.30	Travel back to UNHCR BO London
15.30-16.30	Meeting held at UNHCR London (Meeting Room) Debrief with UNHCR staff

Geneva Mission 21 – 23 March 2016

Monday March 21

11.30 Janice Marshall DIP – Janice office

14:30 Blanche Tax, Room 520

15:30 Vincent Cochetel, Director Europe Bureau, Director's office

Tuesday March 22

11.00 Caitriona Jarvis, former immigration judge

14:00 Madeline Garlick by phone

15:00 Carol Batchelor, Director's office w/Blanche Tax

16.00 Reference Group meeting

Annex D Interview Questions

How familiar are you with the UNHCR London QI Project?

What is your level of engagement with the QIP? What has been your experience working with the QIP Team?

Are the objectives of the QIP appropriate and relevant to UNHCR's protection mandate and supervisory role?

Does the QIP and its stated objectives address specific needs in the UK asylum system?

Do you have any overall impressions about the effectiveness and importance of the QIP?

To what extent has the QIP achieved its objectives of promoting and developing fair and efficient asylum determination procedures in the UK?

To what extent have the recommendations the QIP has made to the Home Office been effectively implemented?

What could the QIP do to best ensure full implementation of the recommendations accepted by the HO? What about recommendations that have been rejected by the HO?

Apart from the specific recommendations, has the QIP done other work to positively influence the UK asylum system?

What activities undertaken by the QIP have been most effective; which have been least effective?

In view of the Quality Assurance Program the HO now has in place, does the QIP continue to add value?

Would it be helpful to improving the UK asylum system if the QIP monitored the UK QAT?

Has the QIP effectively supported the fairness and effectiveness of a statelessness determination procedure?

Has the QIP worked effectively with stakeholders?

Has the QIP worked effectively with EASO or other EU quality assurance projects?

Has the QIP Project had a positive impact on asylum-seekers in the UK overall and for especially vulnerable groups such as children, survivors of SGBV, LGBTI, detained asylum-seekers?

Has or could the QIP serve as a model for other European states or elsewhere?

Has the communication between the HO and UNHCR been effective, regular and sufficient to meet the objectives of the QIP?

Have staff and resources and any needed training or other support been sufficient to support the staff in meeting the QIP objectives?

Does the fact that the HO pays salaries and provides Office space for UNHCR staff conducting the QIP compromise the Project or affect the objectivity or kind of input it provides to the HO?

If the QIP were not fully funded by the UK, do you think UNHCR should fund it?

Are there any gaps in the UK asylum adjudication system or ongoing work that would be important or useful for the QIP to address or continue to address?

Do you have any other comments, suggestions or insights you'd like to share with us?

Annex E Documents Reviewed

Quality Initiative Project and Quality Integration Project

Quality Initiative Project Background

Freshfield's Legal Opinion, March 15, 2004.
Quality Initiation Project Working Document (undated).
Quality Initiation Project Document, August 31, 2004.
Draft QI document 2(Phase 3) IND/UNHCR Quality Initiative (QI Board 24 May 2005).

Quality Initiative Reports and Matrices 2004 – 2009

First Report to the Minister & Key Observations & Recommendations: Mar. 2004 – Jan. 2005.
Second Report to the Minister & Key Observations & Recommendations: Feb. – Aug. 2005.
Third Report to the Minister & Key Observations & Recommendations: Sept. 2005 – Feb. 2006.
Fourth Report to the Minister & Key Observations & Recommendations: Mar. – Dec. 2006.
Fifth Report to the Minister & Key Observations & Recommendations: Feb. 2007 – Mar. 2008.
Sixth Report to the Minister & Key Observations & Recommendations: Apr. 2008 – Mar. 2009.
5th Report–UKBA Response and Action Plan Matrix (Updated September 2009).
Implementation Matrix (April 2009) (includes HO responses).

Quality Integration Project Reports 2010 – 2015

Full Reports

First Report to the Minister & Key Observations & Recommendations: August 2010
Untold Stories: Families in the Asylum Process (June 2013).
Considering the Best Interests of a Child Within a Family Seeking Asylum (Dec. 2013).

Summary Reports

Mid-Year Report (January – August 2012).
Final Report (January – December 2012).
Mid-Year Report (January – August 2013).
Final Report (January – December 2013).
Mid-Year Report (January – August 2014).
Final Report (January – December 2014).
Mid -Year Report (January – August 2015.)
Feedback – Statelessness Cases under Part 14 of the Immigration Rules (Nov. 2013).
Second Review of Statelessness Cases under Part 14 of the Immigration Rules (Aug. 2014).

Other QIP Documents

Outstanding Action – 2014 (Updated July 2014) (includes HO responses).
Credibility Training Matrix (March 2014) (includes HO responses).
Family Audit Recommendations (Updated July 2014) (includes HO responses).
Completed Action Matrix (July 2010) (includes HO responses).

Grant Agreement: Secretary of State for the Home Department and The Office of the United Nations High Commissioner for Refugees – Agreement for Various Components Comprising the Quality Integration Project, Managing Asylum in Greece and Resettlement (Grant Agreement) for the 2010 – 2012 Calendar Years.

Grant Agreement for the 2013 – 2015 Calendar Years.

Grant Agreement for the 2016 – 2018 Calendar Years.

Minutes, Programme Board (18 August 2015).

Note for File, QI Steering Group Meeting (24 April 2014).

Note for File, QI Steering Group Meeting (16 December 2014).

UNHCR Documents

Building on the Lessons Learned to Make the Relocation Schemes Work More Effectively UNHCR's Recommendations (January 2016).

Further Developing Asylum Quality in the EU (FDQ): Summary Project Report, (September 2011).

Note on international protection, EC/63/SC/CRP.11, (5 June 2012).

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**Annex F
Individuals Interviewed**

UK Home Office, Ministry of Immigration

Name	Office, Title or Specialty
Luisa Berry	Technical Specialist
Stephen Bray (by phone)	Complex Casework Directorate, Status Review Unit, Statelessness
Tom Carleton (by phone)	Chief Caseworker, Asylum Operations
Bill Gale	Senior Executive Officer
Karen Gallagher	Detention; LGBTI
Mike Gallagher	Children and Unaccompanied and Separated Children
Sam Giddings	Senior Caseworker
Kerry Giles	Asylum Policy EU and International Asylum Policy, Senior Executive Officer
Tyson Hepple (by phone)	Director's Office, Asylum Operations, In-Country Migration
Dave Hollings-Tennant (by phone)	Asylum Policy, Immigration and Border Policy Directorate, Senior Executive Officer
Lea Jones (by phone)	Asylum Policy, Immigration and Border Policy Directorate, Senior Executive Officer
Rob Jones	Asylum Operations, Asylum and Family Policy Unit
Ian Martin (by phone)	Asylum Operations—retired
Lucas Mee	Decision-maker
Preetha Ramachandran	Asylum Operations
Tim Shiles (by phone)	Quality Audit Team
Hannah Sinclair	Decision-maker
Amelia Williams	Technical Specialist

UK Ministry of Justice

Name	Title, Office
Caitriona Jarvis (by phone)	Immigration Judge, First-tier Tribunal, Immigration and Asylum Chamber, Her Majesty's Courts and Tribunal Service—Retired

UK Office of Independent Chief Inspector, Borders and Immigration

Name	Title
David Bolt	Independent Chief Inspector, Borders and Immigration (by phone)
John Vine	Former Independent Chief Inspector, Borders Immigration

UNHCR London

Name	Office, Title or Specialty
Mohbuba Choudhury	Senior Protection Associate
Helen-Marie Fraher	Senior Protection Associate
Peter Grady	Legal Officer
Sarah-Jane Savage	Senior Protection Associate
Gonzalo Vargas-Llosa	Representative for the UK
Alia Al-Khatar-Williams (by phone)	Former UK QIP Legal Officer
Leonard Zulu	Senior Legal Officer

UNHCR

Name	Title and Division	Location
Carol Batchelor	Director, Division of International Protection (DIP)	Geneva
Wilfried Buchhorn (by phone)	Senior Liaison Officer, European Asylum Support Office	Malta
Philippa Candler (by phone)	Deputy Regional Representative Representation for Western Europe	Brussels
Vincent Cochetel	Director, Regional Bureau for Europe	Geneva (Brussels)
Madeline Garlick (by phone)	Chief, Protection Policy and Legal Advice Section, DIP	Geneva
Janice Marshall	Deputy Director, Law and Policy, DIP	Geneva
Veronique Robert (by phone)	Senior Regional Legal Adviser Regional Representation for Western Europe	Brussels
Blanche Tax	Chief, Refugee Status Determination Section, DIP	Geneva

Civil Society Stakeholders

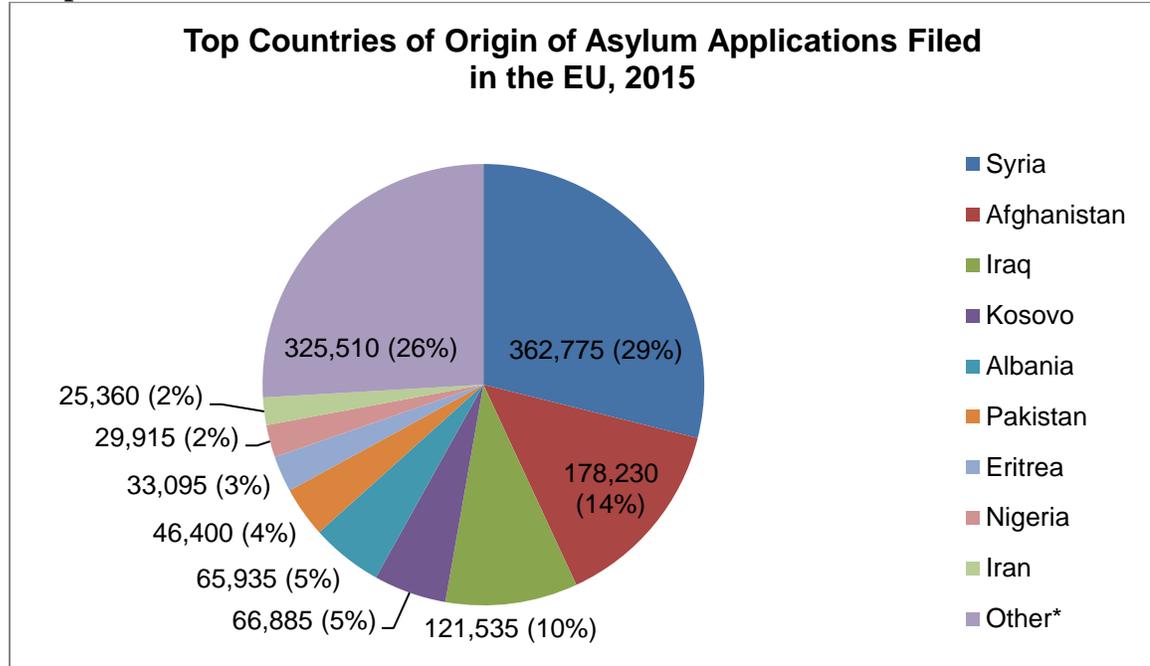
Name	Title	Organization or Office
S Chelvan	Barrister	Private Office
Judith Dennis	Unaccompanied and Separated Children	UK Refugee Council
Guy S. Goodwin-Gill (by phone)	Emeritus Fellow and Emeritus Professor of International Refugee Law	All Souls College
Alison Harvey	Legal Director	Immigration Law Practice Association
Dr. Jane Herlihy (by phone)	Psychologist; and Executive Director	Trauma Clinic; and

		Centre for the Study of Emotion and Law
Nina Murray (by phone)	Women's Policy Development Officer	Scottish Refugee Council
Anna Musgrave	Policy and Women's Issues	UK Refugee Council
Chris Nash	Director	European Network on Statelessness
Jerome Phelps (by phone)	Director	Detention Action UK
David Rhys Jones	Law and Policy Advisor	Helen Bamber Foundation
Debora Singer	Policy and Research Manager	Asylum Aid
Steve Symond	Programme Director, Refugee and Migrant Rights	Amnesty International UK

Annex G – statistical Annex

Graph 1 depicts the top countries of origin of asylum applications in the EU in 2015.

Graph 1⁶



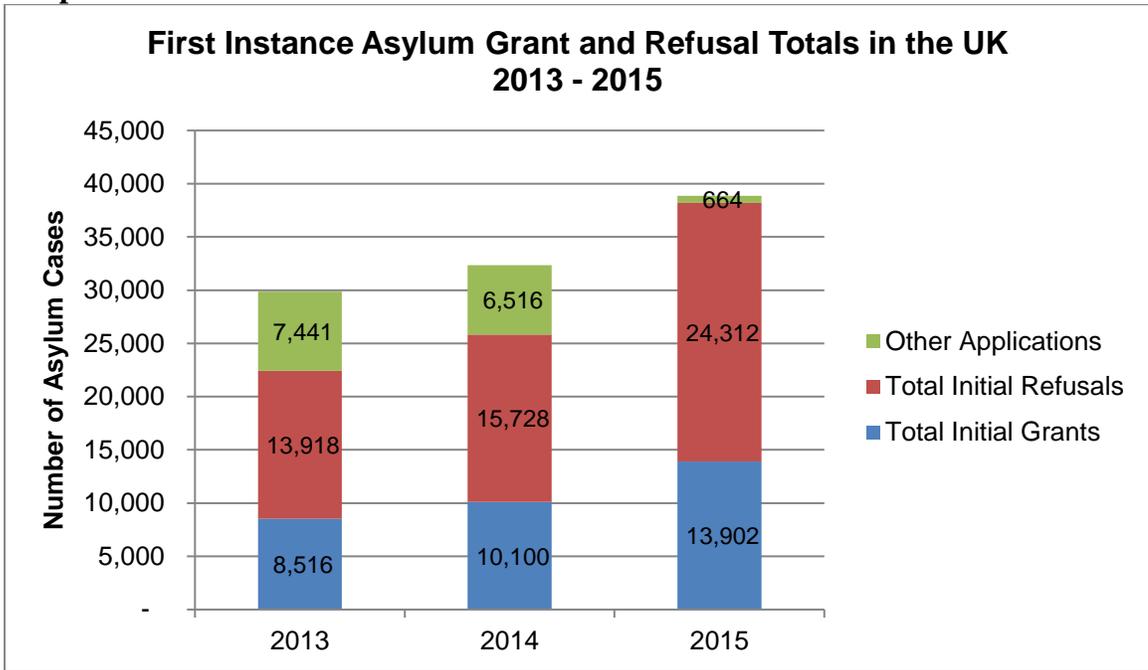
Source: Eurostat

*Refers to forms of permission to remain other than asylum

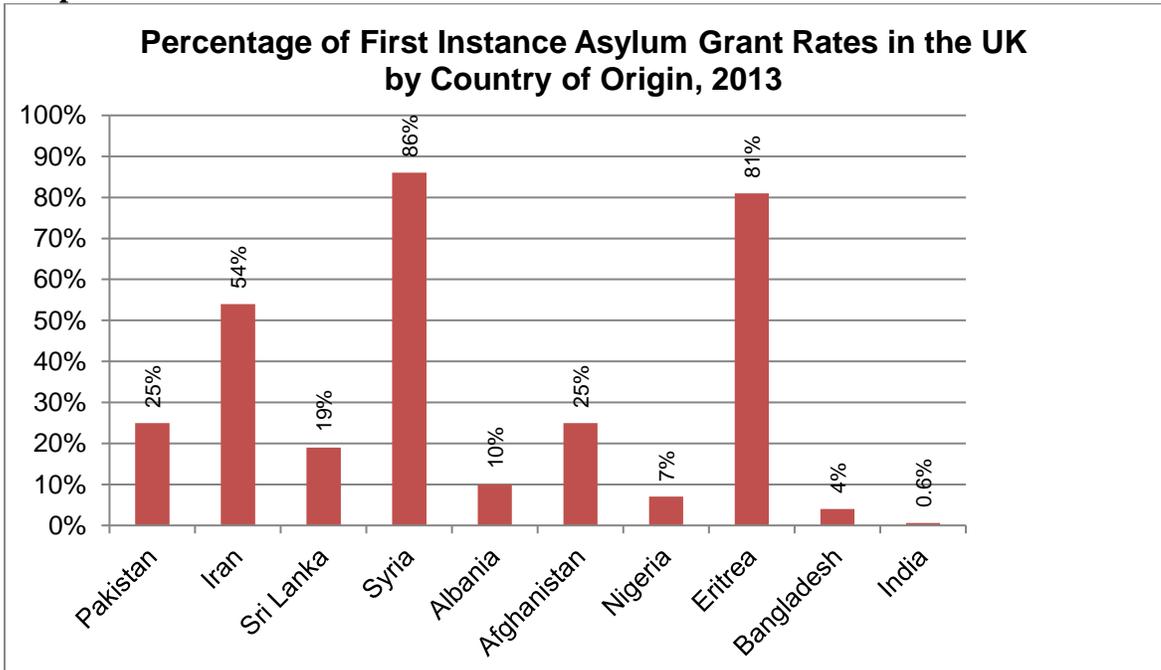
⁶ Eurostat News Release (4 March 2016) (Kosovo under UN Security Council Resolution 1244/99), available at <http://ec.europa.eu/eurostat/documents/2995521/7203832/3-04032016-AP-EN.pdf/790eba01-381c-4163-bcd2-a54959b99ed6>. The tenth "country" is comprised of applicants from "other" unspecified countries.

The total asylum grant and rejection rates for the time period 2013-15 are shown in Graph 2.

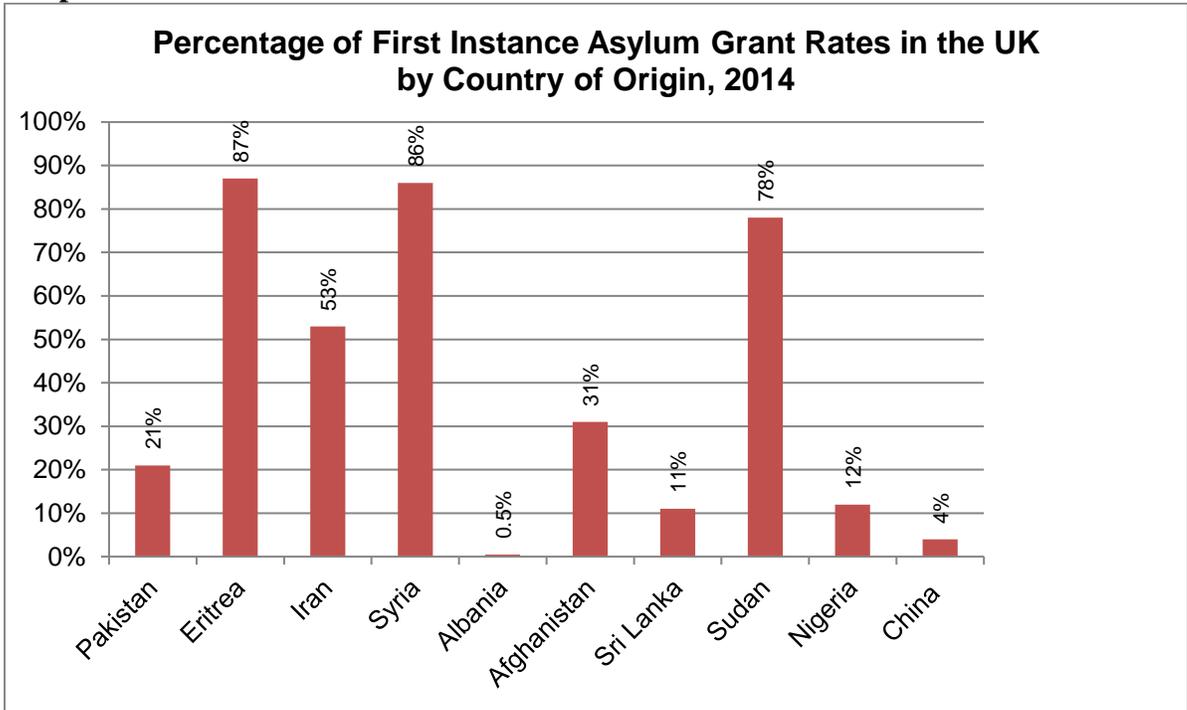
Graph 2



Graph 3



Graph 4



Graph 5

