

Global programmes

Policy priorities

In 2005, UNHCR will strengthen the implementation of policy priorities for **refugee women and gender equality, refugee children and older persons** through a **community development approach** by encouraging UNHCR staff worldwide to place refugees at the heart of protection strategies and programming. The policies are rooted in international agreements and standards such as the Convention on the Elimination of all Forms of Discrimination against Women, the Beijing Platform for Action, various ECOSOC resolutions and Security Council Resolution 1325, the Convention on the Rights of the Child and other international human rights instruments (see UNHCR's *Strategic Objectives: 2005 - Expected Accomplishments and Indicators of Achievement* 3.2, 3.3, 4.1, 4.3, 4.5, 9.1).

In 2005 and 2006, UNHCR will focus on the following five areas:

- increasing visibility of policy priorities and implementing accountability mechanisms;
- establishing multifunctional teams in country operations to promote gender and age mainstreaming, and providing expertise according to the demands of the operation, including emergencies;
- applying situation analysis with a gender and age perspective to operational activities during all stages of the programme cycle;
- empowering refugees; supporting innovative projects that increase meaningful and sustained participation by refugee women and children; emphasizing education for all;
- building capacity of all actors in coordination with governmental and non-governmental partners and United Nations agencies.

In all five areas, UNHCR will seek collaboration with interested partners, government and non-government, as well as UN agencies.

In 2004, multifunctional gender and age mainstreaming teams were piloted in 10 country offices to strengthen the work of country teams in

implementing policies on refugee women, children and older persons and promoting respect for their rights and gender equality. In 2005, a similar team effort will be replicated in most country operations. Accountability benchmarks will be finalized and introduced in UNHCR offices to measure progress by country representatives in implementing gender- and age-sensitive operations. The benchmarks will be complemented by a communications strategy to promote greater visibility and understanding of the operational relevance of the policy priorities and related international standards (*Agenda for Protection, Goal 6 and Strategic Objective 4.3*).

At UNHCR's Headquarters, staff with expertise in gender, women's rights, child rights, education and community development will provide technical support and coordinate field operations. At the regional and country levels, strategies and policies will be coordinated and implemented through senior regional advisors on refugee women/children and senior community services officers, in close coordination with protection staff. UNHCR will work with inter-agency task forces including the NGO Sub-Group on Children in Fighting Conflict and Displacement - a forum for advocacy and policy formulation on refugee child protection and care (*Agenda for Protection, Goal 3.3*), the Inter-Agency Standing Committee Task Force on Gender and Humanitarian Assistance and the United Nations Inter-Agency Network on Women and Gender Equality.

Following independent evaluations on the implementation of policies on refugee women and children and the role of community services, in 2004, UNHCR field tested a situation analysis methodology with a gender and age perspective. This methodology is core to providing effective protection to refugees, promoting a rights-based approach and ensuring appropriate programming responses (*Agenda for Protection Goals 3 and 6*). In 2005, UNHCR will introduce the situation analysis methodology in operations to be used for reporting, monitoring, planning and preparing country reports, annual protection reports, country operation plans and project submissions. The situation analysis will build on Project Profile to capture detailed information on refugees at an individual level, and contribute to the

ongoing development of standards and indicators in UNHCR's programmes. These initiatives will strengthen UNHCR's capacity to gather data disaggregated by sex and age. Partners will be encouraged to support the initiative and improve the situation analysis methodology.

The emergencies in Chad and Darfur highlighted the need to utilize UNHCR's partnerships more strategically and deploy staff in a more timely manner for greater gender and age mainstreaming and the implementation of a community development approach. In 2005, UNHCR will strengthen its capacity to intervene during the emergency stage by providing follow-up based on a review of deployments to ensure that staff have appropriate expertise; that the working environment is conducive to the deployees fulfilling their roles; that in-house expertise is used at an early stage of the emergency; and policy priorities are included in emergency training.

The implementation and application of the **community development approach** will be strengthened by training and the dissemination of revised community services manuals. To maximize the impact of the manuals and to strengthen multifunctional teams, training will be provided to staff and implementing partners working in the areas of community services, protection, field operations and programming.

To reinforce the implementation of a community development approach, UNHCR will promote working with the refugee communities to strengthen their structures with active participation by refugee women, men and children in defining and seeking solutions to their problems (*Agenda for Protection, Goal 6*). UNHCR will promote the right of the refugee community to participate in decision making, planning and monitoring from the emergency stage to that of seeking durable solutions and community services staff will lead and facilitate these processes.

Stand-by agreements with partners will be reviewed and strengthened based on lessons-learned from 2004 and a survey will be undertaken with deployees and managers. The induction for Save the Children roster members will incorporate the messages adopted in the revised community services manual and focus on multifunctional teams.

While testing the situation analysis methodology in 2004, **older refugees** were noticeably

under-represented, despite their potential to resolve community problems by facilitating healing processes and helping to overcome hatred and tensions, especially trauma in children and women who have been used as weapons of war. In 2005, innovative projects, which will increase the visibility of older persons, particularly older women, recognize their work and promote traditional healing mechanisms, will be implemented. Research will be undertaken by experienced practitioners, academics, and traditional mediators to identify specific protection concerns and risks faced by older refugees and ways to address them. The findings will be included in the Protection Learning Programme.

UNHCR will strengthen its support of community-based psychosocial activities through established contacts and networks with academic institutions, experienced practitioners and organizations with expertise (*Agenda for Protection, Goal 3*). Partnership projects will be piloted in a post-emergency operation and a returnee operation. Lessons learned in Bosnia and Rwanda will be reflected in the two projects.

UNHCR will give greater visibility to the five priority protection issues for **refugee children** as identified by the 1996 Machel Study, in order to:



Kenya: Over 46 per cent of the persons of concern to UNHCR are refugee children like this Somali baby in Kakuma camp. UNHCR / L. Taylor

- prevent separation and protect separated children adequately and appropriately;
- prevent sexual exploitation, abuse and violence and promote adequate care and rehabilitation of victims;
- prevent military recruitment of boys and girls and provide appropriate rehabilitation and care to children who have been associated with fighting forces;
- promote access to education for boys and girls and ensure their retention; and
- pay attention to the special needs of adolescents.

The 1993 Policy on Refugee Children and the 1994 Guidelines on the Protection and Care of Refugee Children will be updated. UNHCR will work with partners to develop a global strategy to promote greater understanding of the need for and investment in strong preventive measures with regard to recruitment in camps and addressing the care of refugee children (*Agenda for Protection, Goal 4*).

The situation analysis undertaken in the gender and age mainstreaming pilots in 2004 revealed

that the specific needs of **refugee adolescents** are often overlooked, particularly in terms of gainful employment and income-generating activities. In 2005, the specific needs of refugee adolescents and youth, particularly the lack of sufficient educational and vocational training opportunities will be addressed. The participation of youth in planning, implementation and monitoring of income-generating activities will be reviewed and increased. UNHCR's participation in the United Nations study on violence against children will provide an important opportunity to seek the views of refugee children and adolescents on their experiences in conflict and their role in the community. Innovative rights-based projects addressing child protection issues with direct delivery to refugee children will be prioritized for start up funds.

UNHCR will strengthen its ongoing partnership with UNICEF at the global, regional and country levels through a review of the MoU on cooperation. Collaboration on the Action for the Rights of Children (ARC) with UNICEF and Save the Children will



Uganda: A refugee girl in Arua camp. *UNHCR / R. Gehl*



Uganda: Of the 17 million refugees worldwide, around half of them are women and girls. Here, a female head of household during a registration exercise. *UNHCR / R. Gehl*

facilitate the sustainability of ARC-related activities, following the closure of the project in 2004.

In 2005, UNHCR will promote a two-pronged approach for the protection of **refugee women**: gender equality mainstreaming and affirmative action to support the empowerment of refugee women and their active participation in community decision making. To complement this approach, UNHCR will finalize and disseminate a gender equality policy and incorporate it in all capacity-building activities of the Office (*Agenda for Protection Goal 6*).

The year 2005 will mark the 10th anniversary of the Beijing Platform for Action and the fifth anniversary of Security Council Resolution 1325 on

Women, Peace and Security. A dissemination strategy will be developed to promote effective use of these and other international instruments such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), Declaration on the Elimination of Violence against Women and ExCom conclusions on the protection of refugee women. The strategy will include awareness raising with all stakeholders at the country and regional levels to promote the use of these resolutions.

Selected field operations will build the capacity of refugee women in peace negotiations and peace building skills to ensure that their voices are heard in the "Beijing plus 10" programme activities. UNHCR will advocate respect for refugee and

returnee women's rights with governments, particularly on land and property rights, and in the fostering of links between local grass-roots women's associations.

Partnerships in country operations will be strengthened to implement empowerment projects with host government institutions working on gender equality and women's development, United Nations agencies and national and international NGOs. To enhance the economic and social empowerment of women and girls, six innovative pilot projects will be implemented with the technical cooperation of NGOs, ILO, WFP and UNIFEM. Collaboration with non-traditional partners in each region will be established and/or strengthened to design and implement economic empowerment activities and support targeted initiatives on leadership, legal literacy and men's promotion of women's rights and gender equality. A report on best practices with examples from the implementation of the High Commissioner's Five Commitments to Refugee Women and projects to prevent sexual and gender-based violence will be disseminated.

The implementation of the High Commissioner's Five Commitments to Refugee Women will be analysed and follow-up action will be initiated in 10 countries that have reported major constraints in implementation. Technical support will be provided to field offices on the systematic collection of sex- and age-disaggregated data for identifying gaps in relation to standards and indicators, for planning country operations and for monitoring the impact of protection and the delivery of programme activities. The country reports of 10 major operations (with additional countries to be reviewed in 2006) will be analysed and technical feedback on gender and age mainstreaming and empowerment of refugee women will be provided to the Regional Bureaux. The focus will be on identifying refugee women's capacities and needs and integrating them in all stages of the programming cycle to ensure that proposed strategies, activities and indicators do indeed address gender relations and inequalities.

Staff capacity to support operational strategies to prevent **sexual and gender-based violence**

(SGBV) will be strengthened through the following activities:

- identify protection gaps such as the absence of appropriate legal frameworks e.g. work permits and other documentation;
- support innovative projects to prevent and respond to SGBV;
- undertake technical support missions in selected operations to review SGBV programme activities;
- strengthen regional collaboration with multi-sectoral partners, refugee women, men, boys and girls, to define prevention strategies and improve field reporting, monitoring mechanisms to record cases, follow up action and tracking results;
- brief senior managers on their roles and responsibilities to ensure effective implementation of SGBV preventive activities including the establishment of protocols, monitoring of reporting mechanisms and follow up action; and
- develop host country and refugee men's associations promoting gender mainstreaming and combating SGBV (e.g. Men's Association for Gender Equality model in Guinea).

Education activities will focus on strategies and projects to increase girls' education and women's literacy, accelerate the implementation of standards and indicators, and build capacity and strategic partnerships (*Agenda for Protection, Goal 5*). The implementation of the United Nations Millennium Development Goals, Education for All (EFA) and the rights-based approach to provide education assistance to persons of concern will continue to underpin education projects in 2005. Education is a key component in the protection of refugees from the onset of an emergency, and empowers refugees to achieve a self-sustaining life. Priority countries will be identified based on the analysis of standards and indicators, and an interim evaluation on their implementation, as well as on the use of Education Field Guidelines, will be undertaken. Advocacy activities will be increased to prioritize resource allocation for education activities. An education tool kit and an overview of good practices will be prepared.

Innovative Strategic Partnerships in Refugee Education (INSPIRE), a 2004 initiative, will be used to



Sri Lanka: With life returning to normal after a major return operation, IDP returnee children resume regular classes in a school in Vavuniya. UNHCR / M. Kobayashi

develop regional educational partnerships and networking to enhance quality, achieve gender parity and increase refugee access to education (*Agenda for Protection, Goal 3*). Members of the Global Reference Group for INSPIRE include international NGOs with expertise in refugee education, UNICEF and the Inter-Agency Network for Education in Emergencies (INEE). Local reference groups will drive this partnership process in pilot countries in the regions where the INSPIRE initiative is operational.

Education Quick Impact Projects (EQUIP), initiated in 2004, will be reinforced in 2005. The main objectives are to support low-cost, innovative education projects that can be easily implemented; support community initiatives that accelerate access to quality education; achieve gender parity; implement teacher training in preparation for return; and run girl student retention activities.

UNHCR will continue to provide more than 1,000 refugee students in about 50 countries with scholarships in universities and other tertiary institutions under the DAFI programme - the *Albert*

Einstein Academic Scholarship Programme for Refugees. A limited number of scholarships in secondary institutions will be provided for girls in Ghana, Uganda and Zambia under the *Houphouët-Boigny Peace Prize Project*. The implementation and expansion of this project to ensure the continuity of the studies for girls already enrolled in the programme and provide access to more students, particularly for the back to school initiative, will depend on receipt of private donor funding.

The peace education programme - *Education for Peace, Conflict Resolution and Life Skills* - will continue to build on achievements in 2004, when it has been implemented in refugee and returnee operations in nine countries with more than half a million beneficiaries (including more than 100,000 school children). In 2005, the programme will be expanded and linked to return, reintegration and community empowerment projects. A 2004 evaluation report on Guinea showed a marked difference in attitude and behaviour between those participating in the community programme and those who did not. The report will be published together with a

database profile of all countries implementing the peace education programme in 2005.

UNHCR will implement an integrated policy on the **environment** and natural resource management in its 2005 programmes for refugees and returnees (*Strategic Objective 4.2*). The policy will provide for measures that will ensure the physical protection of refugees from the onset of an emergency, as well as for long-term management initiatives, to avoid costly and time-consuming restoration work.

The primary aim of UNHCR's environmental programme is to prevent, mitigate and rehabilitate the negative impact of refugees on the environment. UNHCR's objectives in 2005 will be:

- to ensure the continued willingness of host governments to provide asylum and thereby

assist UNHCR in fulfilling its mandate to protect refugees and asylum-seekers;

- to protect the welfare of refugees by protecting their livelihood and the local environment; and
- to fulfil its obligations as an environmentally responsible UN organization through programmes to assist refugees in preventing underlying environmental degradation and in conserving the environment for current and future generations.

The 2005 objectives will be achieved by ensuring that best environmental management practices in the field are integrated into all phases of refugee-related activities to safeguard the needs of refugees and the interests of host communities, and to limit degradation through sound environmental management practices.



Kenya: In field operations, emphasis is placed on the environment and natural resource management. A Somali refugee in Dadaab camp cares for tree seedlings to be replanted to prevent soil erosion. *UNHCR / W. Stone*



UNHCR's HIV/AIDS programmes worldwide are based on a human rights framework. At Headquarters, World AIDS Day was commemorated in conjunction with UNAIDS on 1 December 2003. Here, UN High Commissioner for Refugees, Ruud Lubbers gives a speech to mark the occasion. *UNHCR / S. Hopper*

Commitments will be translated into action in field operations by implementing the following key activities in 2005:

- enhance monitoring of compliances with UNHCR's policies and guidelines related to environment;
- provide technical support to field operations on environmental matters;
- improve awareness on environmental issues during refugee operations;
- establish effective collaboration and coordination with partners;
- update the Environmental Guidelines in the light of lessons learned;
- support field activities through demonstration projects that promote UNHCR's policies and guidelines in relevant sectors;
- promote proven practices and the testing of new technologies in the field operations;
- provide training support based on the needs of specific users at regional and national levels;
- support regional environmental management training and national training events;
- support environmental impact assessment, monitor activities, develop action plans and strategies for country programmes;
- address environmental issues through the implementation of a comprehensive environmental education and awareness raising programme; and

- establish partnerships with other competent partners to address environmental issues.



UNHCR's work on **HIV/AIDS** and refugees in 2005 is reflected in the Strategic Plan 2005-2007. Taking into account lessons learned from the 2002-2004 Strategic Plan and based on a human rights framework, the new plan is divided into: 1) Protection - accentuating anti-discrimination and advocacy interventions; 2) Prevention - emphasizing behavioural change and communication; 3) Care and treatment - improving the quality of life among people living with HIV/AIDS and providing a level of services to refugees similar to that received by host communities while ensuring essential interventions are met; and 4) Surveillance, monitoring and evaluation - using a standardized HIV Information System (HIVIS). At the beginning of 2005, the HIV unit at Headquarters will consist of two technical officers and four HIV/AIDS Regional Coordinators in Central, East, Southern and West Africa. HIV/AIDS programmes in Africa will continue to be standardized and expanded; lessons learned will be incorporated as expansion to Asia commences in 2005.

In June 2004, UNHCR became the 10th co-sponsor of UNAIDS, to help broaden and strengthen the UN's response to the global AIDS epidemic.

UNHCR's added value is its vast experience and its active presence in many of the world's conflict zones. In 2005, UNHCR will add a liaison/programme officer to its HIV/AIDS team to ensure sufficient expertise and personnel to meet its co-sponsor commitments.

Refugees are generally stigmatized by virtue of their status and the misperception that they *always* bring HIV/AIDS into host countries or home countries upon repatriation. Providing international protection to refugees is, therefore, inextricably linked to providing care and treatment to persons living with HIV/AIDS. In 2005, UNHCR will develop and implement HIV/AIDS training modules for UNHCR's protection and resettlement officers. HIV/AIDS and protection guidelines and manuals will be updated, and an advocacy campaign will be launched, targeting countries of repatriation or resettlement.

Given the movements of displaced populations, UNHCR emphasizes a subregional approach, linking countries of asylum and origin. In 2005, UNHCR and the World Bank will begin implementation of its first major subregional project: The Great Lakes Initiative on HIV/AIDS (GLIA) in Burundi, the Democratic Republic of the Congo, Kenya, Rwanda, the United Republic of Tanzania and Uganda. Other subregional projects, such as the Oubangui-Chari and Mano River Union initiatives will be pursued.

In countries where UNHCR operates, continued functioning of HIV/AIDS programmes will be assured. Similarly, voluntary counselling and testing services, and prevention of mother-to-child-transmission will continue. Subregional information-education-communication material distribution centres in Africa will be replicated in Asia to ensure distribution of culturally and linguistically appropriate HIV/AIDS materials to refugees and returnees.

The global "3 by 5" *anti-retroviral treatment* (ART) initiative, to provide ART to three million persons by 2005, should not exclude refugees. UNHCR will advocate for refugees to receive ART when the host population has access to these life-saving medications. To contribute to the global effort for equitable access, UNHCR will provide ARTs to remote and marginalized areas where logistical

systems are in place. Other essential care and treatment programmes, such as home-based care and nutritional support will also be a major focus for UNHCR in 2005. Joint efforts by UNHCR, WFP and UNICEF to examine HIV, food and nutrition policy and programme options will culminate in a manual of programme implementation strategies and a UNAIDS Best Practice Manual in 2005. Furthermore, field trials of these programme options will be undertaken in diverse refugee settings.

The HIVIS, to be implemented in 2005 will comprise of three components: 1) biological and behavioural surveillance; 2) health system reporting; and 3) onsite supervision checklists. A shortened and modified behavioural surveillance survey (BSS) that includes displacement and post-displacement modules - developed in 2004 - will also be carried out in refugee and host communities. Baseline HIV prevalence data will help in the monitoring and evaluation of UNHCR programmes and in improving the understanding of connections between forced migration and HIV/AIDS.

Through its **emergency-related projects** UNHCR continues to maintain a Central Emergency Stockpile of non-food items (blankets, plastic sheeting, jerry-cans, cooking stoves, kitchen sets) in Copenhagen, designed to meet the initial needs of up to 250,000 people. UNHCR also keeps a minimum stock of four-wheel drive vehicles, trucks and pre-fabricated warehouses for deployment to emergency operations. An important new addition to the stockpile is the new light-weight emergency tent developed in 2004 (see photo under Headquarter chapter).

UNHCR's regional emergency preparedness capacity will be reinforced through six sessions of adapted situational emergency training for UNHCR and its partners in the countries/regions concerned. The Emergency Preparedness and Response Section (EPRS) will establish three emergency response team (ERT) rosters, and hold training workshops for emergency managers for people on the rosters, including 75 UNHCR staff and over 40 staff of partners and other UN agencies. The ERT, combined with the staff available for deployment within ESS, are the primary emergency response mechanism in the organization.

Rapid emergency preparedness and response will be maintained for adequate reaction capacity for the initial stages of up to two emergency operations.

ESS will continue to work on: 1) developing its enhanced analytical capacity, information management and tools for early warning to improve monitoring of potential refugee situations (including refugee and staff safety) through the roll-out of the new Action Alert System; 2) implementing revised processes and procedures for Emergency Management at Headquarters; and 3) carrying out policy research and operational guidance in mine action, small arms disarmament, and cooperation with the military.

Other activities

Promotion of Refugee Law and Advocacy:

UNHCR will support regional and subregional refugee law activities led by universities and other institutions in San Remo, Strasbourg, Calcutta, Bangalore, as well as the *Reach Out initiative*. These initiatives are intended to enhance the protection and training capacity of institutions in the relevant regions/subregions. However, UNHCR will need to review its relationship with universities and other stakeholders with a view to strengthening them and developing cooperation in a more strategic manner. UNHCR is also seeking to establish a comprehensive promotion of refugee law strategy for Francophone countries.

A number of legal modules, compilations and protection toolkits will be made available to all UNHCR offices and partners. DIP regularly publishes texts that reflect protection policy trends and distributes them among staff and UNHCR partners. DIP will continue to support Oxford University Press for the publishing of, and subscription to the *Journal of Refugee Studies* and the *International Journal of Refugee Law*.

In 2005, UNHCR will consolidate progress made in enhancing **resettlement** as a tool of international protection, as a durable solution and as a burden- and responsibility-sharing mechanism. UNHCR will focus on strengthening the global management of refugee resettlement. As part of this, the

Projected Global Resettlement Needs for 2005 were compiled in May 2004 and shared with resettlement countries. A Global Resettlement Planning Table, matching resettlement needs with resettlement country targets or quotas, was developed in conjunction with resettlement countries. This Table should lead to a more focused, effective and transparent resettlement programme, as it provides a basis for resettlement countries to allocate their annual resettlement quotas and to finalize planning of their resettlement programmes earlier. However, this new approach will need to remain flexible in order to respond effectively to evolving resettlement needs. In this regard, UNHCR will be requesting an increase in the number of places for emergency, medical and vulnerable cases.

UNHCR will continue to implement measures to prevent and mitigate fraud in the resettlement process inter alia through the implementation of the comprehensive anti-fraud plans of action prepared in 2004. The aim is to ensure that the integrity of the resettlement process is maintained, that criteria are applied consistently and that there is full compliance with policies, procedures and guidelines.

The simplification of resettlement processing is another priority for 2005. The development of accelerated procedures including simplified submission documents will allow UNHCR to expand its capacity to conduct resettlement. Technological advances related to registration should increasingly contribute to this ability. In addition to individual case processing, the resettlement of groups will be further expanded. The resettlement of groups, implemented successfully in 2004, is an effective means of addressing protracted refugee situations - it can play a crucial and strategic role either on its own or as part of a comprehensive solution as envisaged in Convention Plus agreements.

Technical support and coordination of resettlement activities will continue to be provided to the Field by Headquarters and the regional resettlement hubs that have been established in Africa.

Regional workshops will be conducted on a regular basis in order to develop and upgrade the



Ethiopia: Returnees from Sudan registering with UNHCR protection staff upon arrival. *UNHCR / B. Neeleman*

knowledge and skills of field staff involved in resettlement. The Refugee Status Determination (RSD) and Resettlement Learning Programme will be implemented as a means to enhance the understanding and knowledge of RSD to improve the capacity of UNHCR staff to undertake RSD and to identify individuals and groups of refugees in need of resettlement.

Close working relations with States and NGOs will be maintained through the Annual Tripartite Consultations on Resettlement, the Working Group on Resettlement and in other fora. Together with government and agency partners, UNHCR will focus on expanding the number of resettlement countries and working with emerging resettlement countries to ensure they have the support and guidance they need to develop successful programmes.

With a view to improving the quality, consistency and efficiency of the **Refugee Status Determination** processes, the RSD Project will support UNHCR field offices by deploying expert consultants to respond to exceptional needs and challenges which arise in RSD procedures. RSD Project deployments will provide technical assistance to capacity-building activities, in close cooperation with protection staff, and in support of national RSD procedures. In 2005, coaching and on-the-job training on RSD-related matters by RSD Project consultants will benefit from a number of training and resource tools for UNHCR eligibility staff.

Field offices have initiated practical steps towards the progressive implementation of the *Procedural Standards for Refugee Status Determination under UNHCR's mandate* to achieve greater harmonization among UNHCR RSD operations, and to

improve standards of due process, integrity and oversight. In line with offices' activities, the RSD Project will carry out assessment implementation missions, to provide country-specific expert advice and assistance in developing and delivering a focused and informed protection response.

The RSD Unit has started a review of whether or not individual RSD is the appropriate response within the protection strategy of selected operations and to examine, where this is not the case, whether international protection can be provided through alternative measures.

Recognizing the need to enhance UNHCR's protection staffing capacity and with funding support from ECHO and United States, DIP embarked on the **Protection Surge Capacity Project** to strengthen the organization's protection capacity through deployment of qualified personnel on a temporary basis to UNHCR field operations. The Surge Project's main objective is to develop and maintain a flexible and dependable staff deployment mechanism that provides prompt assistance to offices in situations requiring temporary and/or additional protection capacity.

The overall focus is to strengthen the organization's protection performance by looking in particular at better implementation of existing guidelines and standards through improved legal and physical protection of refugees.

In 2005, UNHCR aims at consolidating available protection-related training programmes within the Protection Capacity Section. Strengthening the partnership between sections within UNHCR will enhance the quality of training, as it ensures that protection is understood as a holistic function. It also allows for a better use of human and financial resources.

The **Protection Learning Programme (PLP)** continues to be one of UNHCR's core Learning Programmes. In 2004, participants benefited from a revised and updated version of the PLP and by the end of 2005 approximately 850 staff will have completed, or will be undertaking, the PLP.

UNHCR commissioned an evaluation of the PLP in 2004 to assess the impact of the programme on

the ability of staff to implement UNHCR's mandate. Based on the evaluation, the Department of International Protection (DIP) will reassess and revise its protection learning strategy and intends to re-launch and manage the PLP jointly with the Department of Operational Support (DOS) in 2005. This revision might include a merger of the current PLP with the PLP for Partners in order to develop a common vision of protection among UNHCR staff and partners. UNHCR will also continue researching and translating PLP material into French. In the meantime, DIP and DOS developed and piloted the PLP for 50 UNHCR partners.

In 2004, UNHCR revised and re-launched the two Thematic Protection Learning Programmes (TLPs) for senior UNHCR staff - one on *Protection Strategies in the Context of Broader Migration Movements*, and the other one on *Protection Strategies in Areas Affected by Armed Conflict*. In 2004, 58 participants subscribed to these programmes, which will be offered again in 2005. Based on a learning needs analysis UNHCR plans to develop another TPLP in 2005.

DIP and DOS, with funding support from the Ford Foundation, are producing an Operational Protection Reference Guide for refugees in camp settings. NGOs have partnered with UNHCR on the project and advised on its development. The Guide focuses on enhancing refugee protection through the synthesis of existing policies and guidelines for easy accessibility and field use, the identification of challenges in their implementation and through the provision of innovative and replicable examples of good practices where these challenges have been addressed. The Operational Protection Guide will be distributed to field operations in camp settings around the world from January 2005 and will be incorporated into existing UNHCR and NGO pre-service, in-service and protection training programmes.

DIP also launched in May 2003, a series of Protection Management Workshops – endorsed by the High Commissioner and Senior Managers as a cooperative process between country offices and the Department of International Protection – to improve the delivery of protection in field operations.

Through the Protection Management Workshop Programme, DIP seeks to:

- Create a common understanding among UNHCR Senior Managers on the concept of "Protection Management", and the role of protection considerations in guiding UNHCR's operations at the field operations.
- Assist UNHCR Senior Managers to address issues of fraud and malfeasance in relation to RSD and resettlement activities, as well as to prevent and respond to incidents of sexual and gender-based violence and exploitation.
- Take appropriate steps for the implementation of the Agenda for Protection, which offers a useful tool for planning and evaluating activities at the country level.

In this context, two Protection Management Workshops were organized in 2004 in Kampala for the East and Horn of Africa region and in Dakar for French-speaking countries in the Sub-Saharan. The Department of International Protection is planning to organize workshops in the Middle East, in Latin America and in the Central Africa region in 2005.

The RSD/Resettlement Learning Programme will be maintained in 2005 and it is expected that 85 participants will benefit from the programme. Previously managed by UNHCR's Resettlement Section, the programme will be added to the learning programmes managed by the Protection Capacity Section in 2005. UNHCR envisages launching a mandatory protection induction training on CD-ROM for new staff and UNHCR partners.

To promote the development and devolution of the evaluation function in UNHCR, the **Evaluation and Policy Analysis Unit (EPAU)** will carry out a number of basic training events on evaluation techniques for interested UNHCR and partner staff. More advanced evaluation training is envisaged with a view to creating a pool of staff which EPAU can call on to undertake specific evaluations. The pool, intended to operate on a roster basis, will allow EPAU to integrate evaluation into the organizational culture, and make evaluations more relevant to UNHCR's operations.

EPAU is developing a database, which contains evaluation reports from 1999 onwards, including recommendations to be implemented. The Unit has sharpened the terms of reference for future evaluations to contain specific and action-oriented recommendations.

In 2005, **Project Profile** will focus on the implementation of new standards, processes and tools in field operations as set out in the related *Strategic Objective 3.1*. Teams, composed of UNHCR registration and information technology staff, will travel to 40 locations, including Afghanistan, Angola, the Balkans, Chad, the Democratic Republic of the Congo, Djibouti, Eritrea, the Islamic Republic of Iran, Myanmar, Namibia, Pakistan, Senegal, Southern Africa, Yemen and Zambia. In these locations, the teams will review current registration practices against the new standards and develop a plan for improving the quality of registration and population data management. A new database application for registration called proGres will be introduced in UNHCR country offices. All staff working with registration and population data will be trained in the new standards, processes and tools. Any existing registration data will be converted to the new system and verified. Whenever necessary, the Profile teams will help offices to revise their approach to registration to meet the particular needs in each location. Setting up continuous registration practices – whereby a profile of each person of concern is accurate and updated – is one of the most important objectives of the project.

The quality and reliability of documentation given to refugees and others of concern will be improved, as identity documents can be directly linked to ration and other entitlement documents. This system will make it possible for all adults to receive identity documents, ensuring fairer and more equitable access to all entitlements and services.

Project Profile will work with UNHCR offices globally to assess and facilitate the issuance of birth notification and certificates to refugees and others of concern. One vital result of this registration and population information will be better protection for children.

Public information and media projects provide relevant, timely and accurate information to the international media and public to support UNHCR's advocacy efforts on behalf of refugees. The Office's public information network helps mobilize public opinion and moral, political and financial support for UNHCR. A network of public information officers in the field is "anchored" by a central news and editing desk in the Media Relations and Public Information Service (MRPIS) at Headquarters which, on a daily basis, collects, packages and disseminates information worldwide through the Media Unit; the Print Publications Unit; the Electronic Publishing Unit; the Video-Audio Unit; the Visibility Unit; and the Senior Mass Information Officer.

In 2005, MRPIS will focus on: supporting efforts to expand UNHCR's donor base; highlighting the needs of specific refugee populations, including refugee women and children; stressing the human impact of under-funding; and the burden-sharing efforts made by countries hosting refugees; increasing UNHCR's visibility and establishing it as a fully engaged and respected organization which offers solutions for today's refugee challenges; coordinating a comprehensive public information effort in Europe to ensure that UNHCR's voice is heard as the European Union moves towards the harmonization of asylum policy; re-launching an updated and re-designed UNHCR French website covering the Office's activities around the world, as well as focusing on refugee issues of specific interest to the Francophone world.

Post reductions implemented in MRPIS in 2002 and 2003, have resulted in additional responsibilities being placed on public information staff at Headquarters, and have necessitated strict prioritization of the Service's global coverage. The recent establishment of "regional-global" public information posts in Abidjan, Bogotá, Cairo, Islamabad, Nairobi and Pretoria has enabled MRPIS to gather more news from key operational areas. This network will be solidified in 2005.

In 2005, MRPIS mass information efforts will focus on providing objective information to refugees, returnees and host communities – particularly in Africa – with the start or continuation of several major repatriation operations.

The Visibility / Distribution Unit, and the new "UNHCR Info Kiosk" on the ground floor at Headquarters will provide a range of functional visibility items, as well a limited range of promotional materials. UNHCR publications and videos will also be displayed by the Unit, and will be available for sale in the kiosk.

In 2005, the Private Sector and Public Affairs Service (PSPA) will aim to raise over USD 25 million from private funding sources through the following **private sector and public affairs activities (PSFR)**:

- focusing on a limited number of countries to ensure the most efficient use of UNHCR's limited investment resources;
- concentrating on encouraging existing donors to give monthly sums, and to identify other potential sources of donations;
- developing press releases and TV "spots," for national associations and branch offices to use for fund raising appeals;
- strengthening the coordination of activities between national associations and PSPA, in order to improve the monitoring and evaluation of the annual private sector strategic plan and Private Sector Fund Raising methodology; and
- increasing resources coming from corporations, foundations, municipalities or decentralized government authorities.

In 2005 the Public Affairs Unit will undertake the following activities:

- World Refugee Day will be celebrated for the fifth year on 20 June. Participating countries (well over a hundred in 2004) will conduct a range of public awareness activities from essay competitions in schools, photo exhibits and media seminars to high profile events involving Goodwill Ambassadors Julien Clerc, Adel Imam and Angelina Jolie.
- The Nansen Refugee Award will be presented to a person or an organization that has rendered exceptional service to the cause of refugees.
- The Goodwill Ambassador programme will support international and regional ambassadors engaging in a number of high profile public

events, media interviews, field missions and public awareness/fund raising campaigns.

- The photo exhibition depicting the reconstruction of Afghanistan, and the return of refugees and displaced persons, by former refugee, Afghan photographer Zalma Ahad, will continue its worldwide tour to Australia, France, Japan and the Nordic countries, after widely acclaimed openings in Geneva, Washington and Kabul.
- Sensitization of young audiences through cooperation with schools and youth associations in disseminating Public Affairs educational materials. The "Young African Refugees: Building the Future" kit will be adapted to English for distribution in selected countries in Europe and North America, as well as in Australia and New Zealand.

The Library will continue to develop its databases and the electronic resources available on UNHCR's internal and external websites. The Library will issue Volume 25 of UNHCR's academic journal *Refugee Survey Quarterly* published by Oxford University Press, and update the web version of the *International Thesaurus of Refugee Terminology*. The Visitors' Centre will pursue its awareness activities related to promoting refugee issues and UNHCR's operations by organizing exhibits, group visits, information stands and visibility events, in collaboration with UN agencies and other partners.

Training-related projects: UNHCR will disseminate the Learning Policy and Guidelines to all staff. In this connection, the Organizational Learning Framework (OLF) Assessment Survey, which was fine-tuned through inputs from focus groups in 2004, will be used to shape the implementation of learning activities in 2005.

The Division of Human Resources Management (DHRM) will promote the new Management Learning Programme (MLP), which has been evaluated and revised in 2004, to enhance the skills of staff in senior managerial positions. The programme will be supported through an assessment framework which will include testing in functional, managerial and behavioural domains, the issuance of certificates and diplomas, and accreditation from a reputable university.



The MLP programme now enables General Service and other staff to undertake training in separate skills-based modules, such as negotiation skills, managing meetings and managing time. The Facilitation of Learning programme will be tested in 2005, targeting approximately 80 staff in the field, whose work supports the planning and administration of learning. UNHCR will also explore ways to implement leadership training programmes that are more attuned to the needs of women as managers.

The award winning Effective Writing self-study course, undertaken by over 800 staff since its inception in 2001, will continue in 2005, after having been evaluated and slightly revised in 2004.



Afghanistan: The Kabul Encashment Centre sees up to 400 families daily who are returning home after having left during the war and the Taliban era. Here, a family is constructing a new home. *UNHCR / Lana Slezić / GlobalAware*

DHRM is exploring possibilities for complementing writing skills with an Effective Reading course to enhance staff's capacity to cope with information flows.

Given the appropriate resources, the comprehensive implementation of training programmes will serve to create the link between learning and assessment, objective performance appraisal, postings and promotion, and career development.

Education Projects - Please see the text on Education under Policy priorities.

The pursuit of **linkages between humanitarian assistance and longer-term development** is a

key objective for UNHCR in 2005, and the Framework for Durable Solutions is central to these efforts (*Strategic Objectives 5.1, 5.2, 7.3 and 7.4*).

The Framework for Durable Solutions is a building block for implementing the Agenda for Protection and the Convention Plus initiatives. The Framework consists of three sub-elements: Development Assistance for Refugees (DAR); Repatriation, Reintegration, Rehabilitation and Reconstruction (4Rs); and Development through Local Integration (DLI). The aim is to share burdens and responsibilities more equitably in a refugee situation, build capacity to receive and protect refugees, and redouble the search for durable solutions to the plight of refugees.

During 2005, the implementation of a multi-year project: *Field Support to Self-Reliance and Durable Solutions Activities*, will enable UNHCR to develop strategies for DAR, self-reliance, reintegration and local integration, by building on experiences and lessons learned from countries where DAR, DLI and the 4Rs have been successfully implemented. Training on tools and operational guidelines related to durable solutions will be intensified. At the same time, more emphasis will be placed on new countries demonstrating an interest in providing development assistance to their refugee populations. As a follow-up to a DAR and DLI workshop held in mid-2004, UNHCR will advocate and support interested partners *inter alia* from Côte d'Ivoire, Ethiopia, Gabon, Sudan and Uganda. Furthermore, additional support will be provided to establish DAR programmes in the Northern Caucasus.

In 2004, the United Nations Development Group (UNDG) developed a guidance note on durable solutions for displaced persons following the latest revision of the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) Guidelines. In 2005, the guidance note will be 'linked' to the revised CCA/UNDAF Guidelines after its consideration by the UNDG Programme Group. This will further strengthen inter-agency collaboration in finding durable solutions for displaced persons.

During 2004, in partnership with development actors, the 4Rs approach was strengthened in Afghanistan, Sierra Leone and Sri Lanka, and is currently being applied to repatriation operations in Angola, the Democratic Republic of the Congo, Liberia and the Republic of the Congo. Similar plans are also being developed for the Sudan. Donor support has been particularly helpful in this regard. In these repatriation operations, the *Support to 4Rs Programmes and Programming Approach* project will provide support in a flexible manner to meet critical unforeseen and/or newly emerging operational activities. While addressing poverty reduction in the countries and helping to create good local governance, the project will ensure the linkages between all four processes - repatriation, reintegration, rehabilitation and reconstruction - seeking to promote durable solutions for refugees.

The projects implemented under the theme linking humanitarian assistance to longer-term development require strong institutional cooperation and commitments. In this regard, UNHCR will pursue new partnerships at Headquarters and at the country level with development agencies, and will strengthen ongoing partnerships with FAO, ILO, JICA, UNDP, UNICEF and WFP. UNHCR's roles in these endeavours will essentially consist of proactive facilitation, advocacy and support in seeking increased donor support to build refugees' capacity and develop areas in countries hosting large refugee populations.

Programme support activities

Executive Direction and Management

The Emergency and Security Service (ESS) will lead efforts to address **enhanced emergency and security management** in close coordination with UNHCR's regional bureaux and field operations through:

- monitoring emerging and refugee emergencies, the potential for repatriation, and situations of significant risk to UNHCR staff members;
- maintaining and developing institutional and situational preparedness through standby emergency and security response resources and mechanisms;
- building the capacity of UNHCR staff members and of partners; and
- developing partnerships to support effective emergency and security management for refugees and for UNHCR staff members.

In 2005, ESS's principal efforts will be focused on:

- developing an integrated approach to emergency and security management;
- strengthening early warning and preparedness mechanisms and increasing the capacity of Bureaux to make informed decisions on emergency response;
- enhancing security in refugee and returnee areas;
- emphasizing the use of a risk management approach to staff security in all operations;

- ensuring flexibility whilst maintaining compliance with Minimum Operational Security Standards; and
- enhancing the capacity of field managers to make informed decisions in relation to security.

Department of International Protection

Resettlement Field Support - Please see the text on Resettlement in this chapter.

Division of Information Systems and Technology

The Division of Information Systems and Telecommunications (DIST) comprises the Management Systems Renewal Project (MSRP) and the Information Technology and Telecommunications Service (ITTS).

In 2005, the **Management Systems Renewal Project (MSRP)** team will continue to implement new information systems using "PeopleSoft" software for Finance, Supply Chain, Human Resources and Payroll. The Finance and Supply chain systems, which have already been implemented at Headquarters, will be deployed to the field offices during 2005 and 2006. Planning for the deployment will be undertaken by staff in country offices and at Headquarters. It is intended to pilot the software in a few field offices first to obtain "certification", before a comprehensive roll-out is undertaken. Care will be taken to ensure that deployment of the software to the Field takes place at an appropriate pace.

A consultancy firm has been identified to assist in implementation of the Human Resources and Payroll tracks of the project. It is envisaged that the Human Resources components of the system will commence deployment towards the end of 2005, with replacement of the legacy Payroll System taking place in early 2006.

UNHCR will share lessons learned and exchange information with UNDP and other UN agencies also using PeopleSoft software for Finance, Supply Chain, Human Resources, Payroll and other functions (*Strategic Objective 7*).

Systems updates and projects planned for 2005 by the **Information Technology and Telecommunications Service (ITTS)** include:

- Continuing the rollout of the *ProGres* Refugee Registration system at UNHCR's field offices, as part of Project PROFILE;
- Supporting the Results Based Management (RBM) and Results Based Budgeting (RBB) strategic initiatives with the eventual design and implementation of relevant systems;
- Redesigning UNHCR's internal website (Intranet) and implementing Content Management System technology to expand its knowledge management capabilities, and providing powerful publishing and collaboration tools to content authors;
- Providing a common telecommunications infrastructure for staff safety in Chad, following a request from the Inter-Agency community, made through OCHA;
- Creating a backup/secondary Satellite Earth Station Hub in Geneva to overcome the single-point-of-failure threat;
- Completing upgrades in the field for updating the current branch office computing to global IT standards, (i.e. hardware, software, Email, and local area network connectivity);
- Completing the upgrade of satellite-based systems (from DAMA to PAMA) to enhance the field offices communication capabilities and facilitate the connectivity required for the rollout of PeopleSoft by MSRP in the field offices; and
- Establishment of a 'Satellite Internet Terminal' standard, to provide smaller offices with data connectivity for the exchange of Email, registration (*ProGres*) and similar data.

Division of Operational Support

One of the key objectives in UNHCR's 2005 budget is the strengthening of results-based management through further improvements to UNHCR's **Operations Management System (OMS)** (*Strategic Objective 9.1*). The Programme Coordination and Operational Support Section (PCOS) is responsible for providing comprehensive management support to UNHCR operations worldwide. PCOS also develops management systems

based on assessment of needs against established standards and indicators to improve the delivery of protection and assistance to refugees (*Strategic Objective 3.3*).

In 2005, PCOS will:

- continue the Operational Management Learning Programme (OMLP) as the main training for programme staff to equip them with the necessary tools to effectively manage assistance and protection programmes;
- update the Basic Programme Management Training (BPMT) aimed at specific operations where there is urgent need for capacity building. Material on standards and indicators and their use in operations will be integrated into this programme;
- continue the standards and indicators sensitization programme, ensuring the inclusion of baseline data in the UNHCR planning processes for senior managers and implementing partners (*Strategic Objective 3.3.1*);
- strengthen the standards and indicators initiative by introducing a set of quantifiable indicators for urban and rural situations. The current "*Indicators Report*" will be revised and the "*Field Guide for the Systematic use of Standards and Indicators in UNHCR operations*" will be updated. The revision will take into account lessons learned in the use of the Field Guide, and the experiences of United Nations' agencies and partners using similar tools (*Strategic Objective 3.3.2*);
- review and update Chapter 4 of the *UNHCR Manual* and other relevant programme documents to reflect new procedures and guidelines related to UNHCR programming; and
- develop a system of data analysis in relation to the standards and indicators to reflect gaps in the well-being of refugees, and to operationalize the policy priorities related to gender, age and the environment.

Division of Human Resource Management

Training of UNHCR Staff - please see Training-Related Projects in this chapter

Special staff costs include expenditure related to staff members who are between assignments, pending their next appointment.

UNHCR will offer **voluntary separation** and early retirement opportunities to mitigate the effect of staff reductions by providing incentives for voluntary separation and early departure and/or retirement. These packages, which facilitate the smooth departure of staff, are offered as and when required, as a result of the reprioritization of activities in light of the organization's funding situation.

Global programmes budget (USD)	
Activities	Annual Programme Budget
Policy Priorities	
Refugee Women	560,000
Refugee Children and Adolescents	440,000
The Environment	740,000
HIV / AIDS	1,631,000
Emergency-related Projects	2,876,092
Sub-total Policy Priorities	6,247,092
Other Activities	
Promotion of Refugee Law and Advocacy	368,000
Resettlement Projects	2,440,000
Protection-related Projects / Voluntary Repatriation (1)	3,447,872
Evaluation and Policy Analysis Unit	575,000
Registration / Project Profile	1,652,000
Public Information / Media Projects	7,361,967
Training-related Projects	280,000
Education Projects	920,000
Linking humanitarian assistance to longer-term development	470,000
Miscellaneous (2)	2,175,000
Sub-total Other Activities	19,689,839
Programme Support Activities	
Executive Direction and Management	
- Emergency and Security Service (3)	10,567,718
Department of International Protection	
- Resettlement Field Support	155,000
Division of Information Systems and Technology (4)	
- Management System Renewal Project	25,438,294
- Information Technology - Field Support	2,927,000
Division of Human Resource Management	
- Training of UNHCR staff	3,000,000
- Special Staff Costs including Voluntary Separation	8,000,000
Sub-total Programme Support Activities	50,088,012
GRAND TOTAL	76,024,943

(1) Includes Refugee Status Determination (USD 787,963), legal and policy research project (USD 350,000), provision of protection information (USD 180,335), voluntary repatriation of individual refugees (USD 48,000) and Surge Protection Capacity Project (USD 2,081,574).

(2) Includes: Costs of insurance and inspection of goods (USD 200,000), Non-refugee legal matters (USD 5,000), strengthening field capacity in community development (USD 260,000), NGO liaison and support for effective cooperation (USD 210,000), provision of technical assistance (USD 240,000), Nansen Refugee Award (USD 60,000), Standards and Indicators mainstreaming (USD 800,000) and Assessment Centre Project (USD 400,000).

(3) Costs for maintaining Minimum Operating Security Standards and funds for unforeseen security needs (USD 2,061,100), cost-sharing of UNSECOORD and Malicious Acts insurance policy (USD 3,413,300) and other security and related costs.

(4) Information technology services for field operations, such as telecommunications, e-mail, user services, application development.