

Global programmes

Policy priorities

In 2004, UNHCR took a number of steps to strengthen the implementation of policy priorities on **refugee women**, refugee children and older persons. Following the three independent evaluations on refugee women, refugee children and the role of community services in refugee operations. In January 2004, the Section for General Equality and Refugee Women, Refugee Children, Community Development and Education (WCCDS) was created within the Division of Operational Support (DOS).

A Steering Committee, composed of donors, UN agencies, NGOs and UNHCR was established to support implementation of the key recommendations of the evaluations. These included the launching of an age and gender mainstreaming pilot project in February 2004. By the end of the year, country assessments had been conducted in Colombia, Ecuador, Egypt, Greece, Guinea, India, The Islamic Republic of Iran, Jordan, Lebanon, North Caucasus/Russian Federation, Sierra Leone, Syria, Venezuela and Zambia. The pilot countries established multi-functional gender and age mainstreaming teams and country-level work plans. Implementation of these workplans is being monitored at Headquarters and senior staff will be held accountable for results.

A situation analysis guide focusing on participatory assessment through ongoing dialogue with refugee women and men of all ages was field tested in 2004. Systematic dialogue with refugees is essential in order to have an in-depth understanding of protection risks facing the population, related age and gender differences, as well as the refugees' capacity to contribute to solutions. This is a key component for establishing age and gender mainstreaming in UNHCR operations and implementing a community development and rights-based approach. The past year's field testing



Sudan: IDPs – women in Manjura camp usually find water by digging down one to two metres in sand with their hands. Bowls are used to scoop water into 20-litre jerry cans. Manjura camp, October 2004. UNHCR/H. Caux

resulted in the publication of *Participatory Assessment: a tool for situation analysis*.

In 2004, partnerships with the regional UNHCR Bureaux, the Department of International Protection (DIP) external NGO partners and donors focused on engaging a variety of actors in the age and gender mainstreaming pilot project. Regional staff and multifunctional teams promoted a team approach, organizing follow-up training on Action for the Rights of the Child (ARC), gender, Sexual and Gender-Based Violence (SGBV) and undertook participatory assessments with a gender and age perspective during missions.

By September 2004, a summary of lessons-learned from the first four months of the gender and age mainstreaming pilot showed that the establishment of multi-functional teams resulted in greater gender and age mainstreaming awareness among UNHCR staff and more visibility for the implementation of policies on refugee women and children. UNHCR staff interacted widely with refugee men and women of different ages, generating better knowledge of refugee concerns and identifying protection risks by age and gender. This in turn, led to improved recognition of gaps when formulating protection objectives and programmes. Particularly noticeable were the changes in gender roles for both refugee women and men due to conflict and displacement and how these impacted on family and community life and their access to resources and opportunities. Refugee women highlighted the multiple roles they are assuming, while men stressed their inability to provide for their families and the resulting impact on their role in the family. Through participatory assessments, it was observed that the lack of livelihood opportunities was increasing protection risks for women and girls. Furthermore, it was also remarked that older refugees were noticeably under-utilised, despite their potential to resolve community problems by facilitating healing processes and helping to overcome hatred and tensions.

Pilot country teams noted improved coordination among protection, programme and community services staff. Some multifunctional teams reported that the community development approach enabled UNHCR staff to establish better links, improve information sharing and dialogue with civil society groups and local authorities where the refugee communities were situated, which in turn facilitated monitoring. UNHCR staff were able to review how child protection and gender equality issues were

being addressed and, as a result, identify areas where adjustments were needed.

Outstanding challenges include the need to ensure:

- More active engagement by UNHCR's senior managers in the process;
- A community development approach is applied in operations;
- More attention is paid to the specific needs of adolescent refugees, particularly in relation to gainful employment and income-generating activities, and to older persons and their significant role and contribution to the community, as well as their protection and nutritional needs;
- UNHCR and partner agency staff are made more aware of how to work with refugee men to facilitate refugee women's empowerment and ensure that men support the process;
- Wider consultations with different refugee groups prior to launching repatriation operations in order to improve conditions for returnees and make sure that those with specific needs are actively involved in the planning process;
- The adoption of an inclusive community development approach in urban refugee settings;
- Government policies are addressed so that UNHCR's capacity to respond efficiently to protection needs of refugees is not restricted;
- Trust between UNHCR and refugee communities is established in situations where information sharing has been weak.

The **community development approach** and related networks to develop UNHCR's capacity to respond to the need for community-based psychosocial activities were reinforced in 2004. A partnership initiative with the Disaster and Development Centre (DDC) of the University of Northumbria, United Kingdom, to build community-based psychosocial responses to trauma was explored. It will be tested in 2005.

Preliminary benchmarks/parameters were elaborated to determine the creation of community services posts in several UNHCR operations. Revised job descriptions were designed to strengthen the role of community services staff in planning, coordinating and monitoring as catalysts and as members of multifunctional teams. Efforts also focused on raising the profile of community services staff in emergency and other operations by



Among the thousands who returned to Sierra Leone in 2004 were several older refugees like the man in the photo being assisted to descend from the truck back in his homeland. *UNHCR*

ensuring that selected staff had the appropriate qualifications/experience.

An additional earmarked contribution from the United States of America aimed at strengthening community services and protection presence in the field enabled the creation of new community services posts. Under the existing standby agreements with Save the Children in Norway and Sweden, community services and child protection staff were deployed to emergency operations. All deployments received a tailored induction course. Three Child Protection Officers were deployed to Sierra Leone, Guinea and Chad through Save the Children UK and Swiss Humanitarian Aid Unit. Several community services and gender officers were also deployed to Chad and Darfur, Sudan. Gender deployees also went to Uganda and The former Yugoslav Republic of Macedonia under the Protection Surge Project.

A project was initiated in Ghana to improve the psychological health and social conditions of **older refugees**. The components of the project included providing mobility equipment (wheelchairs, prostheses, crutches and callipers), renovation of shelters, psychosocial support and capacity building with the objective of enhancing self-reliance opportunities and maximizing older refugees' involvement in community activities.

In 2004, in pursuit of protecting women's rights, UNHCR focused on promoting the participation of refugee women and **gender equality mainstreaming**. The report presented to the Standing Committee in June 2004 on the High Commissioner's Five Commitments to Refugee Women, highlighted that although many country operations were successful in implementing the commitments, several were also encountering challenges. Most operations had succeeded in promoting the 50 per cent representation of women in camp management committees. However, there is a need for more skills development and training in negotiation and leadership to enable meaningful participation of refugee women in decision-making processes.

Five regional workshops on prevention and response to SGBV targeted over 221 staff of UNHCR and implementing partners. Country-specific workshops on SGBV prevention and response were held in Thailand and the United Republic of Tanzania. *SGBV Guidelines on Prevention and Response* are now available in Arabic, Bahasa, Chinese, Hungarian, Polish, Serbo-Croat, Romanian and Russian. Swahili and Spanish versions are to be completed in 2005. Newly recruited UNHCR staff members as well as implementing partner staff systematically received the Guidelines. Innovative SGBV projects initiated in Egypt, Lebanon, Malaysia and Slovakia included theatre performances to raise awareness and promote behavioural change in communities, an SGBV prevention and awareness raising video and a comprehensive situational analysis to assess the prevalence of SGBV amongst community members. A post of adviser for SGBV prevention and response was established at Headquarters.

In mid-2004, a joint UNHCR and WFP study was undertaken to identify effective operational practices in relation to women's control of food in the household and their participation in the food distribution process. Information collected from refugee women and men in Sierra Leone and Kenya

reaffirmed the need for refugee women to have individual identity documents, independent of ration cards.

The Reintegration and Local Settlement Section (RLSS) and the Refugee Women and Gender Equality Unit collaborated with ILO on technical support to refugee women entrepreneurship and economic empowerment activities in Angola and Mozambique. Lessons learned on the impact of these projects on refugee women and their communities will be shared with other operations. Inputs were provided to promote age and gender sensitive “standards and indicators” for urban refugees and for programming instructions for the 2006 Country Operations Plan. Information dissemination on these issues will be a key activity in 2005. In collaboration with the Department of Human Resources Management (DHRM), instructions on the Secretary General’s Bulletin pertaining to sexual exploitation and abuse

and the appointment of a focal point in each country operation were disseminated to the field.

In 2004, a rights-based approach was promoted to enhance the protection and care of **refugee children and adolescents**. This strategy included a prioritization of protection concerns: separation; sexual exploitation, abuse and violence; military recruitment; education; and the specific concerns of adolescents.

UNHCR participated in inter-agency meetings on the ‘UN Study on Violence against Children’, and provided input related to children of concern. UNHCR also participated in the Inter-agency Expert Group on Unaccompanied and Separated Children comprising UNICEF, World Vision International, the International Rescue Committee, ICRC, Save the Children UK and UNHCR. One outcome of this collaboration was the publication of a global registration form for unaccompanied and separated



Ecuador: Colombian refugees – UNHCR provides financial assistance for refugees and local children to attend school, promoting the integration of refugees with the local population. Here, school children receive lunch. *UNHCR/B. Heger*

children. UNHCR also participated as an observer in the Sub-group on Children in Armed Conflict and Displacement (part of the NGO Group for the *Convention on the Rights of the Child*), a forum for child protection NGOs to develop common positions and exchange information. The group focused on a UN document concerning children and DDDR (Demobilization, Disarmament, Rehabilitation, and Reintegration), as well as various other issues.

UNHCR continued to place emphasis on field-focused training and capacity-building activities, in particular through Action on the Rights of the Child (ARC), an inter-agency initiative including Save the

Children Alliance, UNICEF, OHCHR and UNHCR. ARC workshops were held in a number of countries including Afghanistan, Burundi, the Democratic Republic of the Congo and the United Republic of Tanzania. UNHCR remained a key member of the ARC Steering Committee and Management Group meetings, which included representatives from UNICEF, OHCHR and the Save the Children Alliance. Child protection networks were established, such as regional inter-agency ARC steering committees in Accra/Dakar, Nairobi and Pretoria. The networks enhanced information sharing and awareness raising of various initiatives and activities related to child protection, such as, separated children and



Young returnee students attend classes at a UNHCR-funded and built temporary school at a village in the Gash Barka region of western Eritrea. *UNHCR/E. Parsons*

DDRR, discussed at the subregional inter-agency meetings on child protection in West Africa. Improved inter-agency collaboration at the regional level strengthened collaboration at the country level. Training on children's issues was strengthened through the inclusion of ARC material in UNHCR's Protection, Thematic Protection and Operations Management Learning Programmes. *The Inter-agency Guiding Principles on Unaccompanied and Separated Children* were disseminated in early 2004.

Financial support was provided for innovative rights-based projects especially for adolescents. These included the upgrading of boarding schools in



Algeria; protection and assistance of returnee street children in Afghanistan; distribution of school books in Kyrgyzstan; a child empowerment project in Uganda; assistance to orphans and unaccompanied children, recreational activities for youth and training of foster parents in Malawi, and local integration of children in Colombia. A partnership with the Jane Goodall Institute was consolidated through the International Rescue Committee which organized the "Roots and Shoots" programme in camp settings in Ethiopia and Uganda.

In October 2004, the Separated Children in Europe Programme, a joint initiative between UNHCR and Save the Children published an updated version of a *Statement of Good Practices*. UNHCR's Refugee Survey Quarterly Vol.23, No.2, 2004 was devoted to Refugee Children. It covered developments up to 2003 focusing on the five global protection concerns relating to refugee children using a rights-based approach. Other activities through regional staff included the distribution of the booklet on children's rights, *My Rights: A guide on children's rights in the African Charter on the Rights and Welfare of the Child*, a psychosocial support (art project) for refugee children/youth in South Africa, and a child empowerment project in Botswana.

UNHCR continued to support the provision of **education** to people of concern to the Office – from emergency to reintegration phases – in accordance with human rights principles and the established standards and indicators. Gaps and resources were analysed, and strategies proposed through partnerships with key stakeholders including refugee communities, government institutions, UN agencies and national/international NGOs.

Seven projects on capacity building and innovative activities were funded, including teacher training and the back-to-school initiative in Ghana; vocational training of Afghan refugees in Uzbekistan; and support for girls' education in the Democratic Republic of the Congo, the Republic of the Congo and the North Caucasus/Russian Federation.

Over 1,000 refugees received scholarships for university-level studies provided through the Albert Einstein German Academic Refugee Initiative (DAFI) in 45 countries, mostly in Africa. Attempts were made to concentrate on fields of study that would not only provide an individual durable solution but would

also contribute to the development of human resources required for reconstruction/reintegration.

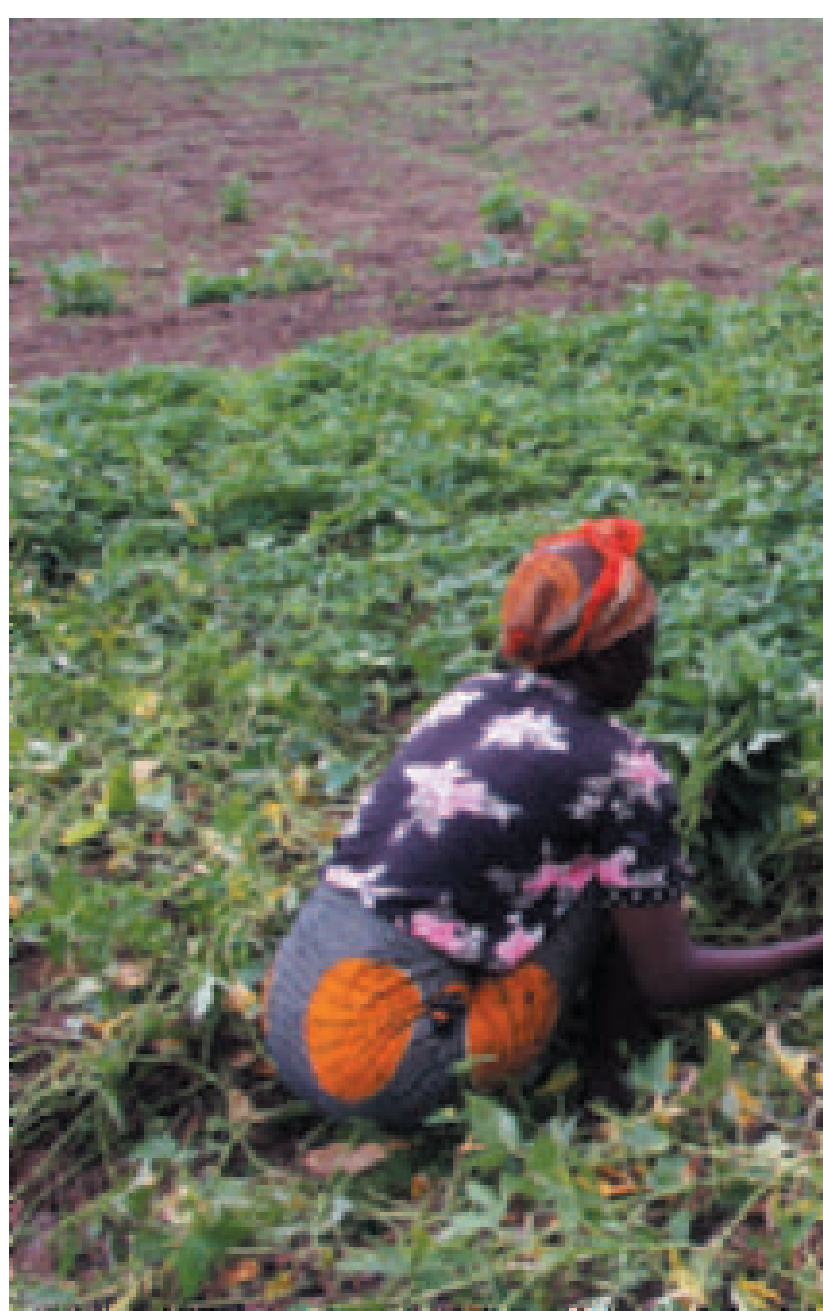
Around 180 scholarships were provided under the Houphouet-Boigny secondary school scholarship programme, over 90 per cent of which were for girls. Clearly, this project is not able to address the needs of all refugee children to have access to secondary education, and is a reminder of an important gap. However, several pilot projects with private sector funding from Nike and Microsoft were initiated in Dadaab, Kenya, demonstrating that affirmative action for girls' education can bring positive results.

Other initiatives and activities relating to refugee education included reference groups and workshops organized by the Innovative Strategic Partnerships in Refugee Education (INSPIRE); peace education activities and training of facilitators in several African countries, notably in West Africa, Uganda and DRC; the signing of an MoU between UNHCR, UNOPS and UNESCO to cover the costs of developing and upgrading educational materials; and the strengthening of partnerships in education in the CASWANAME and Africa regions.

Progress with educational tools development included the establishment of education field guidelines, the production of education advocacy videos and the introduction of minimum standards and indicators on education in emergencies, the use of which will be promoted along with good practices in education and an education tool kit. In 2004, the guidelines on programming instructions in chapter 4 of the UNHCR Manual were revised.

Technical advice on all WCCDS issues was extended through the senior regional advisors and officers to a number of offices in Africa, Europe and the Middle East. They provided training, conducted missions to address issues of SGBV, child recruitment and partnership building with UN agencies, as well as essential support to age and gender mainstreaming.

In 2004, UNHCR continued its efforts to incorporate **environmental concerns** into all aspects of refugee operations. Sectoral guidelines on forestry and livestock were updated, and publications on permaculture in refugee situations and on sustainable land use were revised. The guidelines were redesigned in a more practical and user-friendly style and expanded to address environmental aspects



associated with camp establishment, reintegration of returnees, camp closure and rehabilitation.

UNHCR now sees environmental management as an essential component of its refugee operations. A series of technical handbooks is being produced in order to enhance the environmental management programme, and provide clear guidance on how and when to carry out environmental assessments, activity monitoring and evaluations during refugee-related operations. These handbooks form part of a toolkit currently being assembled – elements of which are being field-tested and finalized by an international NGO for UNHCR.

During the year, technical support was enhanced in field operations for Chad, the Democratic Republic of the Congo (DRC), Djibouti, Ethiopia, Guinea, Kenya, Sudan, Tanzania, Thailand, Uganda and



Guinea: Liberian refugees at Laine camp making good use of arable land and helping to preserve the environment.
C. Farnsworth

Zambia. During the emergency situation in Chad, in collaboration with the Government, UNHCR carried out a rapid environmental assessment in refugee-hosting areas and formulated short and long-term interventions. Findings have been reflected in the basic set-up and management of refugee camps in Chad. In Rwanda, in collaboration with the Government, an assessment was carried out to identify a sustainable and cost-effective source of energy for the refugee camps. A technical mission was fielded to Ethiopia to provide expertise in identifying effective interventions in the energy sector. In DRC, Djibouti and Zambia, environmental coordinators were identified and supported to facilitate coordination and supervision of environmental activities. In Ethiopia, the post of an Environmental Coordinator was mainstreamed into the country operations programme to boost environmental and other related activities in the programme.

Support to field operations included helping model projects and sharing integrated environmental practices. In Guinea, this involved the development of forest management plans and sustainable agriculture, while in Sudan, assistance was given to enhance experience with community-based natural resource management and rehabilitation of former refugee sites. Activities in Rwanda centred on terracing and tree planting as a direct response to reforestation and substantial soil erosion taking place around refugee camps and local villages. In Thailand, efforts were made to tackle the problems caused by soil erosion along the camp and access roads and deforestation. Uganda's model project continued to address environmentally sound agricultural practices, awareness raising and energy conservation. Recommendations from a review of this project are helping field offices in Uganda to adjust and monitor the programme in more practical ways.



HIV/AIDS awareness training with refugees in Cape Town undertaken by PPASA Refugee Peer Educator.
UNHCR/ L. Burns

An environmental coordination meeting in Uganda in May 2004 enabled participants from 15 countries in Africa and Asia to share experiences and discuss how to improve the mainstreaming of environmental issues in UNHCR's programmes. The Environment Section on the UNHCR's public website was regularly updated.

A regional environmental management training workshop held in Nairobi in October 2004 prepared over 30 representatives of UNHCR, government agencies/institutions and implementing partners from nine African countries to plan and conduct similar workshops at national and local levels. The national workshops will allow UNHCR to better engage implementing partners, government, refugee and local community representatives to tailor responses to the specific environmental needs of each country.

Environmental education for refugees continued in cooperation with UNESCO's Programme for Education for Emergencies and Reconstruction (PEER). The focus was shifted from school-based education to an integrated approach of formal and non-formal environmental education, including the launch of an Eco-Magazine and game boards for environmental

clubs in refugee camps of Ethiopia, Uganda and Zambia.

In promoting effective partnerships and synergies with other organizations, areas of mutual concern were identified with UNEP, UNESCO, CARE International and IUCN (The World Conservation Union). UNHCR also participated in the Inter-Agency Geneva Environment Network and Environmental Management Group.

Although much progress was made in 2004, difficulty in identifying partners with technical capacity to implement environmental activities in some country programmes led to delays and some changes in implementation arrangements. The lack of human resources affected UNHCR's capacity to monitor, supervise and provide advice to some environmental programmes, particularly those covering wide geographical areas.



Combating **HIV/AIDS** among refugees, returnees and other persons of concern to UNHCR, as well as ensuring that the human rights of those living with HIV/AIDS are duly respected, are priorities for UNHCR. To meet the objectives

and strategies set out in UNHCR's HIV/AIDS Strategic Plan for 2002-04, the HIV unit was expanded in 2004; it now includes four HIV/AIDS regional coordinators working out of Pretoria, Nairobi, Kinshasa and Accra, as well as two technical officers based at Headquarters, Geneva.

On 24 June 2004, UNHCR became the 10th co-sponsor of UNAIDS, opening the way for greater synergy and coordination of action. Since then, conflict, displacement and refugees have figured more prominently in global strategies, including the Global HIV Prevention Strategy and the Global Initiative on HIV/AIDS Education. Examples of multi-agency collaboration in 2004 included joint WFP, UNICEF and UNHCR activities on HIV-Food and Nutrition that culminated in the publishing of *Integration of HIV/AIDS activities with food and nutrition support in refugee settings: specific programme strategies*. In addition, the World Bank, UNHCR and UNAIDS Secretariat worked closely on several projects, including the subregional Great Lakes Initiative on AIDS (GLIA) and other multi-country AIDS programmes. UNHCR was an active participant in the development of the Inter-Agency Standing Committee's *Guidelines on HIV/AIDS Interventions in Emergency Settings* that were published in 2004.

The link between the protection of refugees, human rights and effective HIV programmes is apparent. People will not seek HIV-related voluntary counseling and testing (VCT), treatment and care, if they lack confidence, fear discrimination, the risk of *refoulement*, and restrictions on their freedom of movement or other negative consequences. In 2004, training components and case studies were included in protection and resettlement workshops. The HIV/AIDS regional coordinators confirmed that UNHCR field staff improved reporting and actions to reduce incidents of stigma and discrimination related to HIV/AIDS. For example, in Angola and Burundi, UNHCR field staff were involved in preventative engagement in areas of return with other UN agencies, partners, local authorities and community leaders. Through the advocacy efforts of UNHCR and its partners, refugees now have access to public sector HIV/AIDS care and treatment programmes, including antiretroviral therapy (ART). In collaboration with UNFPA, the Positive Lives exhibition, a photo exhibition portraying people living positively with HIV/AIDS, was shown in capitals and in refugee settlements in East and Central Africa.

Seventeen countries in Africa and three countries in Asia received additional funds beyond their normal country operations to help implement HIV/AIDS programmes in 2004. Essential HIV and AIDS interventions were reinforced while VCT and prevention of mother-to-child transmission programmes were expanded throughout sub-Saharan Africa. Various formal and informal systems were developed to provide limited ART to refugees in host countries. The HIV/AIDS Regional Coordinator for West Africa, a new position for 2004, undertook assessment missions in Côte d'Ivoire, Ghana, Guinea, Liberia, and Sierra Leone. All countries were given additional funds to improve their HIV programmes. The central repository for HIV information-education-communication materials in several languages in Southern Africa was replicated in East Africa.

Given the displacement cycle of refugees, collaboration with partners and governments on subregional initiatives was prioritized. Besides GLIA for the Great Lakes, UNHCR worked on the development of the Mano River Union Initiative on AIDS in West Africa and the Oubangui-Chiari Initiative on AIDS in Central Africa. These initiatives are designed to improve continuity of services for mobile populations by agreeing on diagnostic and treatment protocols, bulk ordering of medications and supplies in the subregions, and helping with repatriation planning and implementation. A standardized behavioural surveillance survey that includes displacement and post-displacement/interaction with surrounding host populations was field-tested in Rwanda and Kenya with GLIA funds from the World Bank.

Project implementation in the health sector relies on building strong partnerships. **Health-related activities** for 2004 included a global stakeholders' meeting for the Inter-agency Health Evaluations in Humanitarian Crises initiative. The US Government's Centers for Disease Control and Prevention (CDC) is working with UNHCR to develop a strategic plan for malaria control 2005-7, and to develop a standardized Health Information System (HIS). Work began on developing HIS software with partners in the United Republic of Tanzania in September 2004. CDC provided three technical experts in nutrition and public health to UNHCR for emergency response in Chad. The IRC worked with UNHCR to revise the Essential Drugs Manual to improve the quality of the health programmes. The Inter-agency global evaluation on reproductive health services for refugees and internally displaced persons was

completed in August, and the report was released during the annual Inter-agency Working Group on Reproductive Health in Refugee Situations (IAWG) meeting, held at UNHCR in December 2004. UNHCR collaborated with other agencies and organizations, including CDC, IFRC, IRC, UNFPA, WHO and the Women's Commission, to act on the proposed recommendations.

Emergency-related Projects: The Emergency and Security Service (ESS) provided support to the Bureaux for emergency and repatriation operations. In 2004, the focus was on Burundi, Chad, the Democratic Republic of the Congo, and Sudan. UNHCR staff spent over 600 mission days in the field.

The Emergency Roster consists of UNHCR staff and external partners. Last year, over 130 individuals were deployed through ESS to Afghanistan, Angola, Burundi, Cambodia, Chad, the Democratic Republic of the Congo, Djibouti, Eritrea, Guinea, the Islamic Republic of Iran, Côte d'Ivoire, Kenya, Liberia, Nepal, Pakistan, Sudan/Darfur/south Sudan, Thailand, Uganda and Yemen. Emergency staff spent over 13,200 days deployed in these operations.

In 2004, UNHCR maintained a Central Emergency Stockpile (CES) in Copenhagen – of blankets, plastic sheeting, jerry-cans, cooking stoves, kitchen sets – designed to meet the initial needs of 250,000 beneficiaries, as well as 10,000 light emergency tents (in Dubai). Within the CES, a small stock of four-wheel-drive vehicles, trucks and pre-fabricated warehouses will be maintained for deployment to emergency operations in 2005. In the course of 2004, non-food items from CES were deployed to operations in Burundi, Chad and Sudan.

ESS organized workshops on emergency management for over 210 participants, including three Situational Emergency Trainings (SET) in Chad, Jordan and the Russian Federation, and three Workshops on Emergency Management (WEM) in Skovde (Sweden), Starum (Norway), and Stuttgart (Germany). Staff members participated in training events as resource persons, trainees and support services. The main focus of the activities was to build national and international capacity for dealing with emergency situations primarily related to the influx of refugees, as well as with massive internal displacement.

In 2000, the e-Centre was inaugurated in Tokyo, to improve emergency preparedness and response, as well as staff security awareness in the Asia-Pacific region through training, providing knowledge resources, and networking in the management of humanitarian emergencies involving population displacement. In 2004, several workshops on emergency management, staff safety, and return and reintegration were held in Japan, Mongolia and Thailand. A seventh distance learning module on coordination in emergencies was added in 2004.

As part of the Emergency and Security Management Initiative (ESMI), Action Alerts were introduced as early warning and preparedness tools for UNHCR. Action Alerts are designed to assist management in predefining "trigger points" for preparedness activities, and to link Early Warning and Preparedness with ongoing Emergency Operations Procedures. Action Alerts will help strengthen liaisons with other UN agencies and humanitarian partners, and will serve as an enhanced post-action evaluation tool.

Other activities

Promotion of refugee law and advocacy: UNHCR promoted principles of international refugee protection with NGOs, immigration and border officials, other government officials, judges, lawyers, academics and students. Most of these activities aim at fostering an environment conducive to accession to the 1951 Refugee Convention, the Statelessness Conventions of 1954 and 1961, or generally improving the standards of treatment of refugees and others of concern to UNHCR.

The Department of International Protection (DIP) and the Division of Operational Support (DOS) jointly piloted the Protection Learning Programme for UNHCR Partners (PLP for Partners) in 2004. UNHCR was involved in organizing, participating in and/or funding refugee law courses in various regions. These included the four international refugee law courses held in San Remo, Italy, in cooperation with the International Institute of Humanitarian Law, for government officials and NGOs; a refugee law course in Costa Rica for adjudicators in Latin America; and other courses at the International Institute of Human Rights in Strasbourg, the University of York, the National Law School in Bangalore, the Calcutta Research Group, and the ECRE-ELENA programme in Europe.

DIP cooperated with the International Association of Refugee Law Judges, especially through the training of Refugee Status Determination (RSD) adjudicators. DIP also supported the "Reach Out Training Project", run by a consortium of NGOs and the International Federation of the Red Cross. The aim of this project is to deepen humanitarian workers' knowledge of the principles of refugee protection and international refugee law.

DIP also participated in other training events organised by partners such as the ICRC and the French Red Cross national society, the United Nations Institute for Training and Research (UNITAR), the Universities of Geneva, Aix-Marseille and Lyon. Training activities were also held for military personnel involved in peace-keeping operations. A module on the protection of refugees in peace operations was drafted in cooperation with the Office of the High Commissioner for Human Rights (OHCHR) and the Department of Peacekeeping Operations (DPKO).

Resettlement projects: Thanks to strong donor support, UNHCR has invested heavily in developing resettlement. This has entailed the creation of resettlement hubs in Africa, the development and successful implementation of group methodology, and the improved integration of resettlement into the country operations planning process.

In 2004, the focus was on the enhancement of resettlement as a protection tool for individual refugees, a durable solution for larger numbers of refugees, and as a burden and responsibility-sharing mechanism. A particular focus was placed on the *Agenda for Protection (AfP)* and the strategic use of resettlement. Within the context of Convention Plus, DIP finalized the *Multilateral Framework of Understanding on Resettlement*, with the primary objective of providing an operational tool to address protracted refugee situations. In addition, the *Methodology for Group Resettlement* was implemented through the submission of applications for resettlement on behalf of nine groups comprising nearly 10,000 refugees, mainly from Africa, the Middle East, and Central Asia.

Partnership in resettlement continued through working relations with States and NGOs, including through the Annual Tripartite Consultations and the Working Group on Resettlement (WGR). The mainstreaming of resettlement planning into the Country Operations Plans (COPs) resulted in early projections of global resettlement needs, as

required for planning by both UNHCR and resettlement countries. The continuation of the UNHCR-ICMC (International Catholic Migration Commission) Deployment Scheme has proved an invaluable mechanism for the support of field resettlement operations.

UNHCR continued to endeavour to expand and diversify the pool of countries with established resettlement programmes. Recent positive developments in this area include the proposed EU-wide Resettlement Scheme and the Mexico Plan of Action. The latter includes a regional resettlement component to benefit Latin American refugees. There was also increased interest on the part of resettlement countries in accepting new refugee populations, especially in Asia.

Resettlement standards and guidelines were revised to reflect policy developments in recent years. Support to field operations continued through resettlement training programmes aimed at increasing the capacity of field offices to improve the quality of submissions. Particular attention was devoted to supporting the management of resettlement operations in the field and putting in place measures to preclude or remedy any incidence of fraud or misconduct in the resettlement process.

Refugee Status Determination (RSD): The *Agenda for Protection* calls on States to assume their proper responsibilities for RSD, just as it asks UNHCR to improve its own mandate processes. UNHCR is undertaking RSD under its mandate in some 80 countries, two-thirds of which are State Parties to the 1951 Refugee Convention. As for UNHCR's own RSD processes, DIP continues to work to make them more effective. The RSD Project aims at improving the quality, integrity and efficiency of RSD procedures worldwide by providing advice on procedural issues, developing appropriate standard operating procedures in RSD operations, coordinating the implementation of these procedural standards and evaluating UNHCR's RSD operations. The project also assists in designing and delivering RSD training to UNHCR staff.

Seventeen international consultants and 12 United Nations Volunteers (UNVs) were deployed through this project to assist UNHCR field offices and governments in 19 countries to undertake RSD. The deployees assisted in reducing backlogs of asylum applications. Some 6,000 cases were processed,

comprising over 14,000 applicants. They helped to develop and implement RSD procedures and in training UNHCR and NGO staff.

The varied operational environments in which UNHCR undertakes RSD make the "RSD *Procedural Standards*", issued in December 2003, a challenge to implement. Support and implementation missions in 2004 assisted in evaluating the impact and level of implementation of the standards. This process will expand to include NGOs and governments in 2005 with a view to the promulgation of standards externally while simultaneously ensuring that they are effectively implemented internally within UNHCR.

Protection-related projects: In order to enhance the quality and consistency of protection delivery in camps, DIP, in conjunction with UNHCR's Division of Operational Support (DOS), produced a draft operational protection reference guide for refugees in camp settings. The guide addresses key protection issues by providing UNHCR and NGO field staff with synopses of existing guidelines and policies, descriptions of challenges encountered in various field operations and best practice in meeting such challenges. The guide, which is being field tested and revised where appropriate, covers: registration/documentation; freedom of movement/detention; camp security/maintaining the civilian and humanitarian character of asylum; the administration of justice; unaccompanied and separated children; sexual and gender-based violence; and information dissemination.

DIP worked with UNHCR's Department of Human Resources Management (DHRM) to increase the number of protection staff available for deployment. The United States provided funding up to the end of 2005 for 27 new protection-related posts in order to increase UNHCR's physical presence and protection capacity. The Surge project continues to be an effective and valued mechanism for response to urgent protection needs in the field. Twenty-three countries received Surge staff and of 32 evaluations received, 29 were positive. There were 64 deployments in 2004, resulting in 316 person-months rather than the 240 originally planned. In 2004, the budget for the Surge Deployment Scheme was incorporated into UNHCR's annual budget with earmarked funds from ECHO and the US Government. Implementation was 100 per cent.

Support to the field on gender issues includes the aforementioned operational protection reference guide and the trial guidelines on Best Interest Determinations for unaccompanied and separated children. DIP joined DOS for missions in the context of the gender and age mainstreaming initiative. As a member of the steering committee to oversee the update of the *Guidelines for the Protection of Refugee Women*, guidance was provided by DIP to a number of field offices on individual cases relating to Sexual and Gender-Based Violence and child soldiers. The instructions for the Annual Protection Reports dealing with refugee women and children were refined to improve reporting from the field.

The protection management workshops held in Bishkek, New Delhi, Kampala and Dakar provided other opportunities to link with country offices and to improve the delivery of protection at the field level. Through the Protection Management Workshop Programme, DIP seeks to assist UNHCR senior managers to address issues of fraud and malfeasance in relation to refugee status determination and resettlement activities, as well as to help to prevent and respond to incidents of sexual and gender-based violence and exploitation. Moreover, offices are given guidance on appropriate implementation of the *Agenda for Protection*, for useful focus for planning and evaluating activities at the country level. The impact on management has already been noticeable, with offices seeking review of draft standard operating procedures regarding various protection systems.

Through its participation in inspection missions undertaken by the Inspector General's Office (IGO), DIP made a contribution to monitoring and oversight of protection operations support. DIP staff served as integral members of IGO teams and were tasked to review protection delivery, management, and systems. Separate missions were also undertaken to provide Bureaux with protection guidance and strategy in emerging or transitional operations. Such missions reinforce accountability and good practice within protection delivery, including RSD, resettlement, registration or physical safety in the field. In this way, monitoring provides a practical application of the messages delivered through the protection management workshops.

Training on refugee protection: DIP continues to expand protection learning programmes, including through merging the protection learning programme

for partners with UNHCR's own staff learning scheme. The entire training approach has been realigned so as to address needs at four levels:

- at the entry level, through a comprehensive and mandatory protection induction programme for over 6,000 UNHCR staff worldwide;
- at the intermediate level, through the regular protection learning programme;
- through issue-specific training for those who confront protection problems in armed conflict situations, or stemming from irregular migration and;
- at the management level, through the protection management workshops.

UNHCR piloted induction workshops in Geneva for newly-recruited staff, as well as distributed a library of key protection documents. The development of a computer-based protection induction programme will be launched in 2005 for all UNHCR staff and partners.

A self-study module for UNHCR staff and partners, *Introduction to International Protection*, was revised in 2004. Protection training videos and a variety of training materials from the field were consolidated and distributed to all offices to ensure a wide distribution of existing training materials.

The Protection Learning Programme (PLP), a core UNHCR learning activity, was again offered to UNHCR staff in 2004. Since its launch in 2000, nearly 400 staff members have completed the programme. An external evaluation of the PLP was commissioned to determine the impact of the programme on the knowledge, skills and attitudes of UNHCR staff, as well as to suggest improvements to the content and methodology of the programme.

The two thematic learning programmes, on armed conflict and on broader migration movements, were revised and offered to senior UNHCR managers. These programmes aim to support managers in developing strategies in complex protection situations. The programmes emphasize the interaction and complementarity between different branches of law, as well as the mandates of relevant international organizations that operate in these contexts.

The uncertainty of funding for the protection learning programmes continued to be of concern to UNHCR. Cuts in 2004 made it difficult to offer

important capacity-building opportunities to staff dealing with a variety of complex protection issues. An allocation towards these activities would help to ensure the sustainability of these programmes so that the quality of UNHCR's protection delivery in the Field is enhanced.

During 2004 the **Evaluation and Policy Analysis Unit** (EPAU) produced a number of reports on evaluations and case studies of UNHCR's operations across the globe. These have been distributed to parties concerned in hard copy and are also directly accessible on the EPAU webpage.

At the end of the year, eight evaluations were in progress on the topics of:

- Refugee Livelihoods Studies Synthesis;
- Evaluation of the Protection Learning Programme;
- Review of the UNHCR Policy on Urban Refugees;
- Best Practice on the Desk (complementary to the OIOS-Audit review);
- UNHCR's Medical Service Follow-Up Evaluation;
- Review of the Fast Track Procedures;
- Evaluation of UNHCR's Protection Staffing Capacity; and
- Evaluation of UNHCR's Vehicle Fleet Management.

For more comments on EPAU's observations regarding organizational needs, please refer to EPAU in the Headquarters chapter.

The Office made significant progress in relation to **Registration and Project PROFILE** during 2004. Together with the Population and Geographic Data Section (PGDS) in the Division of Operational Support, the Project PROFILE team revised the text of UNHCR's Registration Handbook, incorporating feedback from field use of the 2003 provisional edition and comments and recommendations from governments and partners. The final version of the Handbook will be published in early 2005 and will be the primary source of standards for registration practices, population data management and documentation (*Global Objective 3.1*).

Field implementation, including the provision of comprehensive training and new registration tools was completed in 19 country operations, covering 54 sites. Over 600 staff members were trained on best practices for registration and on the use of the new registration database application. Follow-up

support to many of these operations was also provided.

A regional registration training workshop for UNHCR staff, government officials and other UN partner agencies from eight countries in Southern Africa was held in November 2004.

Project Profile and PGDS assisted the offices in Malaysia, Ghana, the Democratic Republic of the Congo, the Republic of the Congo, Nigeria and Malawi to plan for the issuance of individual identity documents. Specialized card printing equipment provided by Project PROFILE is in use in all of these operations and testing of the use of biometrics as part of registration activities is ongoing in Tanzania.

Project PROFILE (as well as the new Standards and Indicators project) amplified the need within UNHCR for a more systematic approach to managing operational data. In 2004, first steps were taken to develop a strategy, pilot tools, and train UNHCR staff in this respect.

The **Media Relations and Public Information Service (MRPIS)** works to provide relevant, timely and accurate information to the international media and the public in support of the Office's overall advocacy efforts on behalf of the world's refugees. UNHCR's public information network helps to mobilize public opinion and moral, political and financial support. The network of field PI officers is "anchored" by a central news and editing desk in MRPIS which collects, packages and disseminates daily information worldwide via several in-house communications channels (direct media contacts, radio/television, print publications, and electronic publishing/UNHCR website).

In addition to thousands of individual media interviews and over 100 organized press briefings in Geneva, the network produced and disseminated internationally more than 900 publications, press releases, UNHCR website reports, emergency updates, briefing items, photo packages and audio-video reports in 2004. With the increased information flow, UNHCR received substantial media coverage throughout the year. Over 12,600 UNHCR-related media stories in English, French, German, Italian and Spanish could be found in the "Factiva" database of selected international media, in comparison to 11,600 in 2003.

By the end of 2004, there were 25 different UNHCR language websites worldwide carrying news and information produced by the global information network and mirroring the main website (www.unhcr.org) maintained by MRPIS at Headquarters. The Service signed an agreement with Reuters AlertNet, operated by the charity, Reuters Foundation, to carry UNHCR-produced web stories on its website on a daily basis. The main UN website in New York also carried more than 350 UNHCR-produced web stories in 2004 as part of its UN News Centre service, and UNHCR input was regularly mentioned in the daily media briefings of the Spokesman for the Secretary-General.

MRPIS's mass information efforts to provide objective information to refugees, host communities and returnees focused on programmes in Afghanistan, Angola, Burundi, Chad, the Democratic Republic of the Congo, FYR Macedonia, Liberia, Nepal, Rwanda, Sierra Leone and Sudan. The Service cooperated with the BBC World Service Trust on the production of a joint BBC-UNHCR Emergency Broadcasting Handbook. The handbook is to be used by BBC and UNHCR staff in designing and implementing broadcast programmes for refugees and host populations, particularly in emergencies.

Private sector and public affairs activities: The Public Affairs Unit focused its fourth World Refugee Day (WRD) celebrations on durable solutions with the theme "A place to call home: rebuilding lives in safety and dignity". More than 100 countries organized activities to raise visibility and awareness of refugee issues (often including a fund raising component) in donor/industrialized countries, and to build bridges with local communities in refugee hosting countries. WRD activities included sport competitions, celebrations with traditional songs and dances, arts and craft displays, drawing competitions for children, films, photo exhibitions, concerts, and seminars – targeting local authorities, local communities, UN agencies, NGOs, refugees, the general public and the media. Leaflets, posters, postcards and a 30-second television spot were offered to all participating countries which resulted in important media coverage for the event. WRD country reports show that UNHCR received USD 1.5 million worth of television airtime with the broadcast of the 30 second spot produced pro bono by WRD's partner, the Forum of Cultures Barcelona 2004 (an international event under the auspices of

UNESCO and supported by the Government of Spain and regional and local authorities).

The main international WRD event took place in Spain, and was attended by High Commissioner Ruud Lubbers, Goodwill Ambassador Angelina Jolie, Mr. Pasqual Maragall, President of the *Generalitat de Catalunya*, and Mr. Joan Clos, Mayor of Barcelona and Chair of the Forum 2004 Council. CNN International and BBC World TV ran hourly WRD features about UNHCR's operations, including a one hour live broadcast of a "Hardtalk" interview with Ms. Jolie on 20 June 2005.

In the USA, there was an opening ceremony and press conference with US Secretary of State Colin Powell and Angelina Jolie, and a video statement made by First Lady Laura Bush at the National Geographic Centre. Other events included the screening of a major motion picture about a refugee boy *I am David*, Zalmai's photo exhibit on Afghanistan, and musical and dance performances at the Kennedy Centre for the Performing Arts in Washington D.C.

The 2004 *Nansen Refugee Award* was delivered to the Memorial Human Rights Centre for its staff's long standing work in defending the rights of refugees and displaced people in the Russian Federation. The Award Ceremony was held in Barcelona at the *Palau de la Música Catalana*, in the presence of the High Commissioner and Goodwill Ambassador Angelina Jolie. Her Royal Highness Infant Christina of Spain attended, as well as the Mayor of Barcelona Joan Clos, and Ms. Pajin, Secretary of Spain for international cooperation. The event was covered in the news and in the entertainment media, reaching a wide and diverse audience.

UNHCR's Goodwill Ambassadors promote the work of the organization. Angelina Jolie remained very active in 2004, with missions to field operations, including Chad. She gave hundreds of interviews worldwide and remained highly visible through her participation in the WRD events in Barcelona and Washington D.C. In addition, Ms. Jolie met with senators to advocate for the rights of unaccompanied minors seeking asylum in the United States, and participated alongside the Deputy High Commissioner at the special screening of the film *Hotel Rwanda*, which increased UNHCR's visibility. She also wrote journals of her field missions, which are published on the UNHCR website (www.unhcr.org).

French Goodwill Ambassador, Julien Clerc, undertook his first field mission – to Chad – attracting much media attention. He was also the patron of the fund raising campaign for UNHCR in France.

Barbara Hendricks continued her work as a board member of the Refugee Education Trust Fund, and remained an active advocate for refugees in her media interviews, especially in the Nordic countries. She played a leading role in a UNHCR concert for Darfur in London in December 2004.

Giorgio Armani donated original clothing designs to UNHCR for an auction – proceeds went to refugee programmes.

Adel Imam co-hosted a WRD gala dinner in Cairo, and continued to advocate for refugees in the Arab language press.

Youth Outreach Programme: PSPA disseminated educational materials throughout 2004, in particular, the educational school kit produced with the financial support of a humanitarian aid agency.

The Library and Visitor's Centre (LVC) provided easy access to comprehensive refugee-related documentation and literature, and ensured the efficient functioning of various reference services to meet the research needs of UNHCR staff and the general public.

In 2004, the Library developed electronic access to its books, documents and academic journals, databases and publications, including some 490 new titles.

The Library site located on UNHCR's external website handled over 5,000 information requests, and received more than 6,800 visits, including consultations of its bibliographic Refugee Literature database (REFLIT) with some 17,800 references.

In cooperation with other UNHCR services, the Library published four issues of the academic journal *Refugee Survey Quarterly* (RSQ) covering the topics of ExCom 2003, Refugee Children, Voluntary Repatriation and the Annual Webster University Conference on humanitarian issues. In December 2003, the Library launched a web version of the *International Thesaurus of Refugee Terminology* (www.refugeethesaurus.org) in cooperation with

Forced Migration Online, Oxford (UK). The new site received 17,700 visits during the course of the year.

The Visitors' Centre welcomed some 7,000 visitors of various nationalities (individuals and groups), and organized information stands at the International Geneva Book Fair and at the Europe Youth and Globalization Forum organized by the Council of Europe in Strasbourg. It also participated in the successful Zalmāi photo exhibit in Geneva, and distributed more than 39,000 publications, brochures, magazines and documents on UNHCR to the general public.

LVC participated in various awareness and fund raising events such as the 7th Historic Rally of Monte Carlo organized by the Automobile Club de Monaco – 20,000 Euros were donated to UNHCR by Prince Albert of Monaco. In all, USD 41,540 was raised by the LVC through activities implemented in 2004.

Training-related projects: The Staff Development Section, as part of the UN Organizational Learning Framework, conducted an all-staff survey to determine the status of learning in UNHCR, against the six established principles of the Framework. The findings of the survey will provide useful directions regarding learning activities in the future.

The revised Management Learning Programme was relaunched in September 2004 with 23 distance-learning modules under various stages of development. Some 500 staff are enrolled in one or more modules. Discussions were initiated with higher learning institutions to explore the possibilities for accreditation of the Management Learning Programme (MLP) certificate course. The Facilitation of Learning Programme (FOLP) was also revised and relaunched – 45 learners have enrolled to improve their facilitation skills. Assessed learning through feedback and coaching was one of the new features for both the MLP and FOLP.

E-learning was popular amongst UNHCR staff, and particularly appreciated by staff in remote locations. This was facilitated through the internet and by providing CD-ROMs for those staff without internet access. A review of the programme conducted in 2004 showed a significant increase in the total numbers registered compared to the pilot year in 2003. There was also a large increase in the total time spent in training at the end of 2004, compared to the beginning of the year. Ninety per cent of those

who evaluated the courses were satisfied and expressed interest in taking more courses.

Internal consultancy and instructional technology were provided to other units, such as the rapid e-learning tool to create customized cost-effective courses on CD-ROMs and the internet. One of the main beneficiaries was the Protection Induction CD-Rom which will be mandatory for all staff. The creation of internal capacity to provide in-house CD-ROMs has proven to be a major cost and time-saving device, as well as a means of enhancing quality learning in the Field. Instructional technology advice was provided to the Working Group on Harassment in the Workplace and on the development of a corresponding e-learning course.

To build objectivity and ensure quality control in the recruitment process, DHRM established the International Professional Roster drawn from results of a test jointly administered by SDS and the Recruitment and Postings Section. SDS undertook an external evaluation of this test at the end of 2004 intended to shape the future conduct of the test. Exploratory work was initiated in the mapping of an overall assessment framework for UNHCR.

In an attempt to bridge the gender imbalance, six senior women staff participated in a women's leadership workshop in Geneva. Given the positive evaluation, it is hoped that UNHCR will continue with the programme, funds permitting.

Throughout the year, UNHCR enhanced the monitoring of the quality of performance and compliance to the Career Management System (CMS). A new policy for dealing with under-performance was issued, as well as a new Performance Appraisal Report (PAR) format, which streamlined supervisors' comments.

The new induction and orientation system for all staff was assessed, and recommendations are being considered for further improvements. In line with UNHCR's rotation policy requirements for UN language competencies, a blended system comprising a catalogue of self-study material, select language schools and instructions on internal language evaluations was also created for all staff.

Education projects – Please see the text on Education under Policy Priorities.



Kosovo: Thousands of returnees were assisted to rebuild their homes, their lives and their villages – like these returnees in Drenoc, Klina Municipality. *UNHCR/L. Boscardi*

Linking humanitarian assistance to longer-term development:

In 2004, significant efforts were made to operationalize the *Framework for Durable Solutions* and thus reinforce UNHCR's attempts to find durable solutions to the situation of refugees (*Global Objective 5*). This included the establishment of new reintegration programmes and the implementation or reorientation of existing ones, using the 4Rs (Repatriation, Reintegration, Rehabilitation and Reconstruction) approach. At the same time, UNHCR strengthened implementation of Development Assistance for Refugees (DAR) programmes in selected countries and held discussions with some field offices and partners with a view to potentially establish and implement programmes using the Development through Local Integration (DLI) approach.

A DAR programme was established in northern Uganda for thousands of displaced Sudanese living in a protracted refugee situation. Its success was due in part to the proactive support from the Ugandan Government and key donor countries. The establishment of positive official policies, the inclusion of refugees in the Government's poverty reduction strategy and the active involvement of local authorities and community leaders proved to be very valuable to the success of the programme. The DAR programme in Uganda as well as the Zambia Initiative will serve as encouraging examples for other countries that have expressed interest in enhancing the self-reliance of refugees. Local integration

activities were supported in the Russian Federation (northern Caucasus) as well as in Serbia and Montenegro, while technical advice was provided to African countries faced with small, protracted refugee caseloads, together with key partners such as the ILO (*Global Objectives 4.4 and 5.2*).

Besides supporting ongoing 4Rs programmes in Africa and Sri Lanka, new reintegration programmes in Angola, Liberia and Sudan were assisted by establishing linkages between major repatriation movements and development programmes. Technical support in linking reintegration activities with the recovery and reconstruction processes (*Global Objective 5.1*) was provided, *inter alia* through training workshops for government officials, UNHCR staff, implementing partners and UN Country Teams.

Increased investment in the production of handbooks and guidelines on durable solutions led to UNHCR being able to provide adequate and timely guidance to UNHCR staff and partners in the Field. This included facilitating capacity-building measures related to the targeting of development assistance for refugee and returnee-hosting areas, as well as to the improvement of refugees' self-reliance and livelihoods. The handbooks are also designed to raise the awareness and ability of staff and stakeholders, including governments, in planning, implementing and monitoring the implementation of the *Framework for Durable Solutions* (*Global Objective 9.1*).

Partnerships with development agencies and international financial institutions are central to UNHCR's efforts to link humanitarian assistance to longer-term development. In 2004, UNHCR pursued partnerships with UN organizations, bilateral development agencies and international financial institutions through contacts at Headquarters and coordination and cooperation in the Field. UNHCR's membership of the United Nations Development Group (UNDG) proved to be particularly useful for advocacy and engagement of UN Resident Coordinators and Country Teams in efforts to address issues of mutual concern. A tangible result of UNHCR's participation in the UNDG is the *Guidance Note on Durable Solutions for Displaced Persons* – issued in October 2004 – prepared through an inter-agency working group, co-chaired by UNDP and UNHCR. This note was disseminated to all UN Resident Coordinators and endeavours to find durable solutions for displaced persons.

Partnership with the Japan International Cooperation Agency (JICA) resulted in the implementation of community development projects in refugee-hosting areas in eastern Chad and Zambia, as well as reintegration operations in Sri Lanka, and in IDP-hosting areas in southern Afghanistan. In collaboration with JICA, UNHCR enhanced its role in supporting the African Union's New Partnership for African Development (NEPAD). The objective of the joint JICA-UNHCR support to NEPAD is to assist African governments in the development and adoption of a strategic framework for a comprehensive response to crisis and post-conflict recovery, with particular focus on refugees, returnees and IDPs.

Partnerships with FAO, ILO and UN-Habitat were reinforced through cooperation agreements. Collaboration with ILO was particularly fruitful as the two agencies were able to provide technical support to nine refugee and returnee operations in 2004. Thanks to the deployment of ILO experts, UNHCR offices were able to strengthen self-reliance and livelihood activities and assist in the reduction of poverty among people of concern to UNHCR (*Global Objective 7*).

Programme support activities

Executive Direction and Management

During 2004, the Emergency and Security Service (ESS) focused its priorities on: 1) the improved delivery of services; 2) improved partnerships; and 3) ongoing organizational development of the Service. These were predicated on a philosophy of, and commitment to, the continuous improvement of **emergency and security management activities**.

The findings of a study undertaken by a multi-disciplinary team which reviewed UNHCR's security policy and policy implementation were endorsed by the High Commissioner, who gave instructions for a programme to be implemented over a period of two to three years.

ESS maintained and renewed a series of standby agreements with governmental and non-governmental partners in order to strengthen UNHCR's preparedness capacity, as well as to develop more effective partnerships. This initiative had a positive impact, and 16 staff from an international NGO were rapidly deployed in emergency operations during the year.

Ongoing collaborations with UNHCR's Department of International Protection, field offices, ICRC, DPKO, OHCHR and other international/national actors included the preparation of practical guidelines on the identification, disarmament and separation of armed elements, and/or the internment of combatants, and the provisions of inputs and advice on refugee and returnee security in camps and settlements.

ESS efforts were pivotal in helping UNHCR "re-engage" in mine action issues. Support to the Field was expanded, notably in Burundi, Myanmar, and southern Sudan. Direct collaboration with the United Nations Mine Action Service (UNMAS), UNDP, UNICEF, WFP, ICRC and NGO partners included ESS participation in an UNMAS workshop on a UN Mine Action Rapid Response Plan (RRP), and in a joint UNHCR-UNMAS Workshop to discuss enhancing future collaboration in relation to improving refugee and returnee security. UNHCR assumed a proactive role in the inter-agency review of the UN Mine Action Policy, and participated in the

Nairobi Summit on a Mine Free World, where UNHCR's new global strategy on mine action was presented.

ESS continued to represent UNHCR in various fora and workshops relating to disarmament, and collaborated on the production of an Inter-Agency Standards on Disarmament, Demobilization and Reintegration manual.

In 2004, ESS developed a draft of the UNHCR *Field Handbook on Civil-Military Relations*, and contributed to the *Reference Paper on Civil-Military Relationship in Complex Emergencies*, an inter-agency initiative to formulate operational guidelines on civil-military relations for complex emergencies. The Service participated in various civil-military seminars and training exercises, and acted as the headquarters focal point for the UNHCR-DPKO Agreement, covering refugee security, the rule of law, mine action, DDR, and technical support.

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

Division of Information Systems and Telecommunications (DIST)

The Management Systems Renewal Project (MSRP) forms part of the newly created Division of Information Services and Telecommunications (DIST). The introduction of MSRP is in accordance with UNHCR's global objectives of strengthening management, performance and the quality of UNHCR's work through enhanced use of resources. The project uses "PeopleSoft" software for finance, supply chain, human resources and payroll.

With the integration of new systems for finance and supply chain, communication between the Finance Service, Donor Relations and Resource Mobilization Service, Budget and Supply Management Service improved. The year 2004 was, therefore, a year of transition for Headquarters staff who were trained on the use and functions of MSRP. This transition will continue into 2005 and 2006 especially for field offices as many of them will be gradually given access to the new systems.

With the roll-out of the systems to field offices, a network of users will be developed and up-to-date information will be available to all users worldwide.

Information generated will be used to better assist refugees, improve reports to donors and enhance managerial decision-making within the Office. The website on MSRP was regularly updated during the year.

In mid-2004, UNHCR selected a consultancy partner to help design and implement the Human Resource and Payroll components of the MSRP project. The selection process was undertaken in consultation with UNHCR users, business owners and the audit services. The consultancy partner has previous experience of UNHCR and other UN agency related activities and UNHCR continued to exchange relevant information with UNDP and other agencies using similar PeopleSoft software for finance, supply chain, human resources, payroll and other functions. The consultancy firm will work with UNHCR staff on the design of Human Resource and Payroll software, in early 2005.

The MSRP Governance Board was expanded to include new members for the new systems being implemented and a second Business Owners Committee was formed with human resources and payroll unit managers. The new Committee includes members of the finance and supply chain committee to ensure that lessons learned in the first phase of the MSRP project are acted on during the second phase. The Office of Internal Oversight Services was represented in the Governance Board and was regularly briefed on progress. The audit services staff were trained on MSRP.

Implementation of MSRP will enhance UNHCR infrastructure, networks, systems, data and supporting services and generate better productivity. The introduction of the new systems resulted in the identification of many change management issues and staff were recruited to follow up on these issues with users and managers. The budget module of MSRP brought it in line with results-based management planning in UNHCR.

Roll-out of MSRP to the Field forms an integral part of the three year strategy of DIST (2005-2007). The deployment of the first two systems (to Hungary and Bosnia and Herzegovina) began on a pilot basis in the last quarter of 2004.

Information Technology and Telecommunications Service (ITTS): During 2004, the Division of Information Services and Telecommunications

(DIST) completed the conversion of all field offices desktop operating systems to Windows XP. During 2004, several satellite initiatives were instigated. The newer PAMA satellite technology was installed in 27 offices providing voice and data communications, 18 offices were migrated from the older DAMA technology. These initiatives ensured that UNHCR is up to date with industry technology standards. The migration to PAMA technology is cost-efficient and provides the base communication infrastructure to support the deployment of the PeopleSoft systems, especially to remote field offices. A satellite simulator test bed was delivered to enable performance verification of MSRP applications over VSAT links. The lease arrangements and initial equipment purchases were completed in order to open an expanded capacity VSAT Hub site at Vernier, Geneva. Evaluation of Satellite Internet Terminals (SITs) will be completed in 2005.

ITTS provided IT and applications support, training and coordination assistance to a number of UNHCR Registration Operations, in particular in the Southern African region.

Substantial support was provided to Project PROFILE, which enabled it to meet its 2004 implementation schedule, (19 operations/54 sites). This included software development, applications and logistical support, and on-site installations, including the conversion of existing registration data into the new 'proGres' database.

Infrastructure upgrades were a key priority for ITTS in 2004. The Field Office upgrade (desktop, email, LAN, VPN) that began in 2003 continued in 2004, with all but five offices to be upgraded in the first quarter of 2005. Several improvements were also made to centralised services in Headquarters.

The amount of junk emails (SPAM) is an issue affecting many organizations. To combat this problem, an anti-SPAM solution was installed. Over 60 per cent of incoming messages from the Internet were identified as SPAM and the blocked emails were not forwarded to field offices saving money, bandwidth and staff time.

ITTS participated in a trial of an inter-agency solution for emergency response testing of the Ericsson supported Wireless Internet Deployed for Emergency Response (WIDER) project linking OCHA, IFRC and UNHCR sites in Geneva.

By the end of 2004, 160 offices had access to the HCR-Net and submissions to the Intranet jumped by 235 per cent. While HCR-Net continues to be one of the main sources of operational guidance in the organization, it now also provides tools for workspace collaboration and operational support. In 2004, an innovative emergency preparedness and early warning system was created in a joint project with the Emergency Security Service. Project plans have been defined for an extensive redesign of HCR-Net during 2005-2006, including improved opportunities for field use and participation.

Division of Operational Support

In 2004, the Programme Coordination and Operations Support Section (PCOS) within the Division of Operational Support provided **support to operations management** with particular emphasis on needs based planning and programme design. The updating of Chapter 4 of the UNHCR Manual in 2004 centred on the mainstreaming of policy priorities (refugee women, refugee children, older refugees, the environment, education, HIV/AIDS etc.). PCOS also provided a comprehensive management support framework for implementing UNHCR's policies and programmes and for improving the management of operations and resources and the integration of operational priorities. Specific activities undertaken during the year included:

Standards and Indicators (S & I): A set of core standards and indicators (S & I) for application in camp, urban and reintegration situations was developed in consultation with the Field, partners and concerned technical Headquarters units. In January 2004, PCOS published the first edition of the *Practical Guide to the Systematic Use of Standards and Indicators in UNHCR Operations*. This was distributed to all UNHCR operations and external partners and a training module was developed to support staff in using S & I. Please see the complete set of *Standards and Indicators* in the annex to this Global Report.

Regional workshops were conducted in the third quarter of 2004 with the participation of over 250 colleagues and partners working in 78 countries. "Champions of S & I" were identified from amongst the trainees and a national S&I roll-out plan was prepared by each country team. This activity should have a positive impact on the quality of UNHCR's planning through the COPs. Moreover, the format for the 2006 COP was revised in order to simplify and

align it with the use of S & I in operations management including the concept of needs-based, participatory planning.

To support the S & I roll-out, almost 100 staff in the Field are in constant touch with PCOS which provides information and materials for following up on mainstreaming S & Is. To raise the awareness of Headquarters staff to the importance of supporting the use of S & I, three workshops were organized in November 2004 in Geneva for 68 colleagues directly involved in supporting the field.

Results-based management (RBM): In the second half of 2004, a study was undertaken to see how UNHCR could move further with implementation of results-based management. The challenge still to be addressed is the development of structured, software to capture and manage all related information.

Operations management learning and training programmes and support: The Operations Management Learning Programme (OMLP) – a nine-month distance learning programme – was relaunched in August 2004. Over 170 staff members had successfully completed the programme by the end of 2004 and some 130 staff are currently enrolled. Other Programme Management training sessions were conducted at various field locations, for the benefit of over 200 UNHCR and implementing partner staff. The *Implementing Partners' Handbook (Partnership)* was translated into French and disseminated.

Division of Human Resource Management

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

A **special staff costs** account was established to cover the salaries and related costs of staff members who are on special leave with full pay, including staff that are temporarily between assignments (SIBAs) and pending appointment to a post. The salary and related costs of SIBAs who are working are charged to vacant posts or the administrative budget of the office where their services are temporarily being used.

In 2004, the High Commissioner authorized the Division of Human Resources Management to approach a selected number of staff members on a case-by-case basis with a proposal for agreed termination. As a result, some 20 agreed terminations were negotiated. This has proven to be a worthwhile initiative and DHRM will be again launching a limited number of agreed terminations in 2005.

Restricted voluntary contributions (USD)				
Earmarking ¹		Donor	Annual programme budget	Supplementary programme budget
Division of External Relations				
	Public information consultant	<i>Association française de soutien à l'UNHCR</i>	5,481	0
	PI/PA mission costs to Chad	Giorgio Armani SPA	10,963	0
	Athletes clothing collection during olympic games in Athens for refugees projects	International Olympic Committee	37,879	0
	Clothing receptacles used in the olympic village during olympic games in Athens	International Olympic Committee	7,092	0
	Production costs for the concert for the Darfur emergency, London	Miscellaneous donors Italy	74,832	0
	Support PSFR in Italy	Miscellaneous donors Italy	30,992	0
	Hiring coaches for FIVB activities in Guinea	Miscellaneous donors Switzerland	1,000	0
	Hiring coaches for FIVB activities in Kenya (Dadaab camp)	Miscellaneous donors Switzerland	1,000	0
	Consultancy contract to coordinate the Nike-funded project and its evaluation	Nike EMEA Netherlands	31,558	0
	Nansen Refugee Award	Norway	50,000	0
	Towards the Nansen Refugee Award for the year 2004	Switzerland	50,000	0
Sub-total			300,797	0
Division of Financial Supply and Management/ Career and Staff Support Service				
	Newly-recruited protection and protection-related staff	United States of America	160,000	0
Sub-total			160,000	0
Department of International Protection				
	Project "Needs-based protection planning as a precursor to building effective protection capacities (SPCP) in selected African and Asian countries"	European Commission	413,203	0
	Salaries, travel, vehicles and miscellaneous costs for staff deployment	Australia	65,000	0
	Project "Needs-based protection planning as a precursor to building effective protection capacities (SPCP) in selected African and Asian countries"	Denmark	23,922	0
	Project "Needs-based protection planning as a precursor to building effective protection capacities (SPCP) in selected African and Asian countries"	Netherlands	23,922	0
	Resettlement activities	Norway	593,472	0
	Project "Needs-based protection planning as a precursor to building effective protection capacities (SPCP) in selected African and Asian countries"	United Kingdom	23,922	0
	Resettlement Section at HQs to fund five staff and mission costs	United States of America	3,246,920	0
	Protection Surge Capacity Project	United States of America	900,000	0
	Protection Induction Programme	United States of America	79,750	0
	Resettlement deployment scheme RSD Learning Programme	United States of America	450,000	0
Sub-total			5,820,110	0

Earmarking ¹		Donor	Annual programme budget	Supplementary programme budget
Division of Operational Support				
	Peace education in Africa	<i>Association française de soutien à l'UNHCR</i>	2,248	0
	HIV/AIDS activities	Denmark	632,479	0
	Activities related to a survey: "Movements of Somali refugees and asylum-seekers and States' responses thereto"	Netherlands	121,803	0
	Durable solutions for refugees upon return to the country of origin – 4R activities	Norway	509,560	0
	Refugee children (HQs)	United States of America	300,000	0
	Refugee women (HQs)	United States of America	200,000	0
	Programme strategies for integration of HIV, food and nutrition activities in refugee settings	United States of America	95,000	0
Sub-total			1,861,089	0
Executive Direction and Management				
Emergency and Security Service (ESS)				
	ESS	Japan	500,000	0
	Staff security workshop in Pranburi, Thailand, organized by the eCentre	Japan (JICA)	63,125	0
	WEM	Norway	96,436	0
	WEM	Sweden	74,651	0
	ESS	United Kingdom	1,420,959	0
	ESS	United States of America	1,500,000	0
	Enhancing oversight and accountability	United States of America	0	500,000
	Programme for regional emergency training for Asia and Pacific Region – centre for emergency training in International Humanitarian Response (eCentre)	UN Trust Fund for Human Security	454,268	0
Info. Technologies and Telecom. Services				
	Procurement of 27 computers and software installations for the 27 Protection / Community Services' officers	United States of America	53,876	0
Sub-total			4,163,315	500,000
Global programmes				
	Demonstrating environmentally sound approaches in management of refugee and returnee operations	Germany	367,816	0
	Field support to self-reliance and durable solutions activities	Germany	986,267	0
	DAFI programme	Germany	2,134,870	0
	Global programmes	Sweden	3,571,429	0
	Global programmes	United States of America	12,950,000	0
	Activities to address HIV/AIDS activities	United States of America	350,000	0
	Activities to enhance refugee registration	United States of America	1,000,000	0
	Fund for prevention of sexual and gender-based violence (SGBV)	United States of America	330,000	0
Sub-total			21,690,382	0
Total			33,995,694	500,000

¹ For more information on earmarking, please refer to the donor profiles.

Budget and expenditure (USD)						
Programmes	Revised budget			Expenditure		
	Annual programme budget	Supplementary programme and Trust funds	Total	Annual programme	Supplementary programme and Trust funds	Total
POLICY PRIORITIES						
Refugee Women	236,666	0	236,666	191,933	0	191,933
Refugee Children and Adolescents	1,131,700	0	1,131,700	1,009,605	0	1,009,605
The Environment	878,200	0	878,200	853,939	0	853,939
Health-Related Projects (HIV/AIDS)	516,084	0	516,084	516,084	0	516,084
Emergency-Related Projects ¹	2,044,721	0	2,044,721	1,849,837	0	1,849,837
Sub-total	4,807,371	0	4,807,371	4,421,398	0	4,421,398
OTHER ACTIVITIES						
Promotion of Refugee Law and Advocacy	349,600	0	349,600	290,480	0	290,480
Resettlement Projects	3,073,625	0	3,073,625	2,980,713	0	2,980,713
Protection-Related Projects/Voluntary Repatriation ²	3,962,256	0	3,962,256	3,830,989	0	3,830,989
Research/Evaluation and Documentation	820,305	0	820,305	819,054	0	819,054
Registration / Project PROFILE	1,521,454	0	1,521,454	1,521,454	0	1,521,454
Public Information / Media Projects	7,727,993	0	7,727,993	7,722,061	0	7,722,061
Training-Related Projects	266,000	0	266,000	171,558	0	171,558
Education Projects	334,149	0	334,149	333,303	0	333,303
Linking Humanitarian Assistance to Longer-term Development	482,860	0	482,860	467,583	0	467,583
Support to 4R's	343,561	0	343,561	307,331	0	307,331
Advisory Board on Human Security	0	691,760	691,760	0	691,760	691,760
Enhancing Oversight and Accountability	0	110,000	110,000	0	0	0
Others ³	1,345,097	0	1,345,097	1,110,527	0	1,110,527
Sub-total	20,226,900	801,760	21,028,660	19,555,053	691,760	20,246,813
PROGRAMME SUPPORT ACTIVITIES						
Executive Direction and Management						
Emergency and Security Service ⁴	11,019,579	0	11,019,579	11,019,579	0	11,019,579
Information Technology Field Support ⁵	3,793,939	0	3,793,939	3,793,939	0	3,793,939
Management Systems Renewal Project ⁶	11,965,445	0	11,965,445	11,958,603	0	11,958,603
Department of International Protection						
Resettlement Field Support	599,271	0	599,271	599,271	0	599,271

Programmes	Revised budget			Expenditure		
	Annual programme budget	Supplementary programme and Trust funds	Total	Annual programme	Supplementary programme and Trust funds	Total
Division of Operational Support						
Support to Operations Management ¹	481,602	0	481,602	481,602	0	481,602
Division of Human Resource Management						
Training of UNHCR Staff	2,806,592	0	2,806,592	2,806,591	0	2,806,591
Special Staff Costs including Voluntary Separation	13,107,746	0	13,107,746	13,107,746	0	13,107,746
Sub-total	43,774,174	0	43,774,174	43,767,331	0	43,767,331
TOTAL	68,808,445	801,760	69,610,205	67,743,782	691,760	68,435,542

¹ Includes costs for stockpiling, institutional and situational preparedness, rapid emergency response and eCentre. Emergency and security training is included in Training of UNHCR staff

² Includes costs for assistance to individual refugees in various countries (USD 23,526), refugee status determination project (USD 915,792), legal & policy research project (USD 432,842), provision of protection information (USD 209,642), protection capacity (USD 42,075) and SURGE protection capacity project (USD 2,207,113).

³ Includes costs for NGO liaison and support for effective cooperation (USD 212,094), short-term consultancies and organisation of workshops (USD 100,835), insurance costs, inspection of goods (USD 181,932), the Refugee Nansen Awards (USD 348,324), assessment centre project (USD 43,488), field capacity in community development (USD 112,023), use of geographical information (USD 55,417), non-refugee legal matters (USD 4,642), standards and indicators mainstreaming (USD 51,771), advisory board on human security (USD 691,760) and enhancing oversight and accountability.

⁴ Includes costs for Emergency and Security Service, new/unforeseen security needs, DSS (previously UNSECOORD) cost-sharing, support for rapid emergency response and support for eCentre.

⁵ Includes information technology services for field operations such as software development, telecommunications, e-mail and user services.

⁶ Includes core systems for financial services, human resource management and supply chain.

⁷ Includes the development of processes and procedures.

Note: The supplementary programme figures apply to the Supplementary Appeal for UNHCR's Assistance to the Advisory Board on Human Security and the Supplementary Appeal for Enhancing Oversight and Accountability in UNHCR.

The supplementary programme budget does not include a 7 per cent charge (support costs) that is recovered from contributions to meet indirect costs for UNHCR.