



Evaluation of the Department of
International Protection's
Protection Information Section
(PIS)

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Executive Summary

Context and Background

1. Following the dissolution of the Centre for Documentation and Research (CDR), a Working Group recommended that the former CDR' core protection functions of research/analysis and legal information become integrated into the Division of International Protection (DIP). As a result, the Protection Information Section (PIS) was established in December 2001.
2. The stated aims of PIS at its inception were 'to support UNHCR's protection role, in particular in the area of research, the provision of country of origin and legal information and the issuing of Refworld. . .and assist the refugee protection efforts of governments by providing pertinent country analysis and refugee-related legal information in order to ensure accurate and sound decision-making and policy formulation relating to refugee protection.'
3. In its short life, PIS has faced a number of challenges. Chief among these are lack of a clearly prioritized and supported institutional role, tension and resistance in its internal relations, and lack of staff and resources. These challenges have manifested themselves as frustrations and tensions in inter-departmental, inter-unit relationships and between and among staff. Another equally important challenge is related to the fact that PIS is part of a larger organisational need for an information management strategy that would address what the Joint Inspection Unit has termed the problems posed by 'information systems run by various entities which have led to compartmentalization and self-centred approaches.'¹
4. In the light of these concerns, the Director of the Department of International Protection (DIP) requested consideration by the Evaluation and Policy Analysis Unit for an evaluation of PIS of which this report is the final product. The current evaluation follows a user survey of PIS undertaken in 2003, and another in 2005 both of which have centred around user views of the PIS information product, Refworld. An audit was completed in 2004.

¹ Report of the Joint Inspection Unit (JIU), August, 2004, Recommendation 7, p. vii. In its report of August 2004, the Joint Inspection Unit (JIU) noted that 'UNHCR does not have [an information management strategy] and recommended as a starting point the appointment or designation of a senior official as Chief Information Officer whose central task would be to develop the organisation's information strategy.' At the same time the JIU mentioned that in addition to the need for an information management strategy, there were additional challenges in the form of 'information systems run by various entities (including ITTS, MRSP, Electronic Publishing Unit (DCI), Protection Information Section (DIP) Project Profile and Geographic and Mapping Unit (DOS), DHRM) which has led to compartmentalization and self-centred approaches. In addition. . .problems such as obstruction of information flows, overabundance of scattered information not created as 'knowledge' assets. . .need to be addressed.'

Purpose and Method

5. The purpose of the evaluation was to review PIS by focussing on outputs, products and management, with special emphasis on its main product Refworld, with a view to assessing Refworld's relevance, efficiency, effectiveness, value-added, impact and sustainability.
6. The evaluation was conducted between June and October 2005 over a 56 day period. An Evaluation Committee provided the oversight for the appointment of an independent evaluator and the subsequent evaluation phases. The evaluation occurred during the fourth year of activity of PIS and should form the basis for future planning.
7. The evaluation methodology comprised three phases over 56 days, the first phase beginning with a literature review. Over the course of the second phase findings were drawn from interviews in HQs, field locations and via telephone, a user survey and five Focus Groups. The interviews were conducted with UNHCR staff, key donors, UN sister organisations, NGOs (national and international), and others identified as having a vested interest in protection information like ECOI.net. The evaluator presented initial findings to the Evaluation Committee. The list of interviewees is attached as Annex 3. The third phase included a presentation of the draft report to the Evaluation Committee and, following the Committee's direction, finalization of the report.
8. The user survey was disseminated via the UNHCR website and via Branch and Field Offices in line with a request for dissemination by the evaluator to 'those identified generally as users of protection information,' and via email to a selected list of users drawn from the PIS client list, targeting those NOT requested to complete an earlier PIS survey. (see Evaluation Survey results p. 19).
9. The major research question addressed by the evaluation was: What are the key components of an effective protection information system? This question was posed to all interviewees as the overall frame for their responses to a series of interview questions. Three indicators were used as entry points for the analysis of data collected via the interviews: client satisfaction, influence and sustainability.

Principal Findings and Recommendations

PIS's Institutional role

The evaluation found that though PIS has successfully developed and maintained a key information source, Refworld, and to the extent possible delivered on its other objectives: standard-setting on COI, information requests, background papers and advocacy with governments, it only partially fills a value-added institutional role as a consequence of three inter-related challenges: lack of a clearly articulated and supported role, divisive internal relations and lack of staff and resources.

10. From its start PIS has lacked a clearly supported purpose which has led to the view that PIS's role is not well defined. Though there was an organisational expectation that PIS would fill the gaps left by the disbanding of CDR, it did not. Nor did it take up what many view as its primary role: supporting refugee status determination (RSD) in drafting COI papers and standard-setting on the use of country of origin information. In fact, this has been the single-most repeated message from interviewees that PIS should be responsible for country of origin papers and replying to information requests. Instead, PIS appears to many to be almost totally absorbed in the production of Refworld which is viewed as offering relevant information but not in sufficient relevance to the need for COI related to specific protection questions. As an interviewee observed: 'If PIS were to do one thing, it would be to respond to information requests to support decision-making in UNHCR.'² Thus, the unresolved tension between Refworld and COI production has not helped PIS to achieve a supported identity within DIP or within the larger organisation. At the same time, the dilemma for PIS from the start has been twofold: how to do more with less while lacking a clearly targeted, prioritized and supported set of objectives underpinned by appropriate resources.

11. The evaluation found that conflicting demands, resource exhausting Refworld updating and time spent in the clearance of country or origin papers with the bureaux have added to the view that PIS's role is not clearly enough defined or supported within DIP. The essential dilemma with the bureaux is whether the majority of UNHCR-produced country reports should be internal or public. The internally held view is that 'public versus internal sources will always be at odds, and run counter to UNHCR's culture.'³ Underlying this issue are complex tensions relating to accountability, staff security and regional relationships leaving PIS with a task described as a 'double-edged sword and... which [it] is not in a position to sort out.'⁴

12. PIS management has experienced mutually frustrating tensions with EPU which provides technical support to the production of Refworld. The basis of tensions between PIS and EPU are related to content issues that overlap with the technical creating a 'content and control divide that has not helped to support a smooth running section.'⁵ Part of this is a 'lack of resources issue, and an increasing reluctance to address solutions on both sides.'⁶

13. The evaluation found that the combination of the intensiveness of the labour attached to maintain Refworld in its current form, and the lack of promised resources to do more than scratch the surface of several objectives but never comprehensively made PIS's objectives unachievable. Lack of resources have had their impact on PIS. According to the 2004 audit, PIS cannot meet its current objectives with its present resources. Further, the lack of a realistic work-plan was

² Interview, HQs, 23/08/05.

³ Interview, HQs, 13/06/05.

⁴ Interview, HQs, 15/07/05.

⁵ Interview, HQs, 13/06/05.

⁶ Interview with the field 14/07/05.

also noted by the audit in 2004 in relation to objectives 'not being fully met, with outputs below expectations (re-launching KIMs, revamping the protection website, maintenance of a question and answer database, and establishment of procedures for receiving and responding to information requests).'

14. Facing a never-diminishing workload of updating Refworld that was often little related to their individual skills and left little or no time for other tasks, communication began to break down between PIS staff and management. These tensions, exacerbated by insufficient resources, added greatly to staff turnover leading to loss of expertise, continuity and institutional memory. In effect, the structural issues arising from lack of resources and clearly supported objectives led in turn to communication breakdown at the level of staff and with other organisational units.

15. The evaluation further found that PIS's external relations were excellent. PIS has received wide praise from governments and NGOs. Participation in EURASIL, ICMPD, UK Country of Origin Information Committee, its traineeship programme and a recent Home Office request for Refworld to serve 10,000 UK immigration personnel are attestations to its recognition. But it is Refworld that is most of all the focus of attention with many viewing it as so valuable a source of information that two out of four external users pass on its information to others.

16. Still, its effort in external relations seems more often to produce enmity than praise. Most often the charge is that PIS serves and concentrates on external clients more than those inside UNHCR.

17. At the field level, though useful and generally embraced as a primary information tool, Refworld does not in its current form fully meet information needs in the field for timely and relevant country of origin information that is targeted to groups at risk. Refworld was most used and was always accessible as a LAN version in Washington. The current CD-Rom is too cumbersome and impractical for most field users. They prefer instead other portable media or a LAN version of Refworld. Most outside North America had not seen or used the web version due to problems with connectivity or remote field locations.

Recommendations

18. On the basis of the findings from interviews, Focus Groups and the user survey and review of documentation, the evaluation recommends that PIS could add value and ensure sustainability by

- becoming the key, institutionally recognized and supported, focus for the development and dissemination of country of origin information (COI) with a

reconstituted Refworld and KIMS as the chief tools for dissemination of information in the public domain (Refworld) and for internal use only (KIMS).⁷

- becoming the DIP focal point and a key player in planning for an organisation-wide knowledge management strategy⁸ which would treat Refworld and KIMS as major organisational knowledge assets.
- coordinating the outsourcing of country of origin papers on the basis of a yearly plan for which the Deputy Director of DIP or PIS exercises oversight. The oversight manager should have the authority to decide on the basis of an agreed policy whether a paper is for internal or public domain use.⁹ To make the process less cumbersome all papers would be for internal use and published on KIMS. Thereafter, once agreed, they could be appropriately revised for external dissemination on Refworld. Standard formats would assist both in the development of the paper and its revision thereafter.
- undertaking an agreement with ECOI.net¹⁰ which supports the development and access to private and public domain country of origin information to support both KIMS and Refworld content that is relevant to the needs of UNHCR staff, operational partners and governments engaged in RSD activities. Equally, considering outsourcing a portion of COI production and information request responses to ECOI.net.
- developing COI research support for HCR staff in Headquarters and the field by responding to information requests and developing a question response database which should be part of KIMS.
- outsourcing the bulk of data processing tasks to competitive companies specialising in data processing in order to concentrate on the coordination of both in-house and outsourced drafting of country of origin information papers.

⁷ Though the development of KIMS has been taken up elsewhere in the organisation, this recommendation is made in recognition of the indivisibility of Refworld and KIMS as double support to the protection function of DIP and as linked in terms of research support to DIP and the new policy development unit to be attached to the Office of the High Commissioner. The recommendation is further made in the light of Refworld and KIMS eventual compliance with an organisation-wide knowledge management strategy.

⁸ UNHCR has appointed a Chief Information Officer who, when interviewed 7/09/05, pointed out that ITTS is in the 'preliminary stages of developing a knowledge management system... for which some portal work is going on... but [it] is still in the planning and part of a larger discussion.'

⁹ See draft publication guidelines from February, 2004, 'Guidelines on Specific Country Publications.'

¹⁰ The online information system European country of Origin Information Network www.eCOI.net is a joint initiative of [ACCORD/Austrian Red Cross \(A\)](#), [Foundation GEA 2000 \(SLO\)](#), [Informationsverbund Asyl \(D\)](#) and [Swiss Refugee Council \(CH\)](#). eCOI.net is funded by the [European Refugee Fund \(ERF\)](#), [UNHCR](#), the [Austrian Ministry of Interior](#), the [Dutch Refugee Council \(NL\)](#) and the [Refugee Documentation Centre Ireland](#) and is supported by [ECRE](#). It offers three types of information services: eCOI.net, query responses, COI training. About 95% of its information is public, with 5% restricted areas for eCOI.net members only. Charges are levied for responses to information requests which are based on the formula 4-6 hours per response and €22 per hour. The requested budget for 2005 for ACCORD, its patron agency, is €531,025,37.

Refworld user satisfaction

19. The central information product of PIS is Refworld. The view of survey respondents is that Refworld is a key information source, which is either their preferred source or comparable to it, and which in the main functions well, influences their decision-making, and is priced right. At the same time, interview respondents noted that Refworld's strength is that it makes available a sizeable repository of refugee-related information via a navigation structure at a fairly low cost.

20. However, its disadvantages are that though valued as an archive it offers little in the way of targeted COI to support operations and very few truly unique information sources. Those who no longer used the CD mentioned as reasons too many disks, lack of currency and cross-platform navigation. Those who did not use it, however, often used Refworld on the web but found navigating a challenge. Further, the CD provides limited training and support to its users, particularly the audience that has the most limited access to the web.

21. Thus, the majority of survey respondents would like a portable option. These respondents are in jobs that require portable media. They comprise more than half of Refworld users. To meet these users needs a portable option would have to include online updates, and cross-platform searching to be useful at the field level and for COI researchers in general.

Recommendations: Refworld future development

22. On the basis of the findings, PIS should continue to support and develop Refworld by undertaking the following recommendations:

Internet-based strategy

23. With a view to reducing costs and increasing sustainability, the evaluation recommends the combination of an internet-based strategy with targeted outsourcing of tasks should be introduced while not losing sight of the portable version by

- developing a web-based version of Refworld from which portable media can be produced and distributed.
- engaging a content development expert in online or virtual libraries to advise on developing Refworld and KIMs content/document collections in line with user needs, knowledge management initiatives and according to recognized UN system document classification standards.

- resourcing an appropriate training capacity in line with other initiatives recommended and integrated into the protection training being carried out by DIP.
- creating a post for a documentalist to ensure verifiability of documents, the application of keywords from the International Thesaurus of Refugee Terminology and managing quality control interns from local library schools.

User requirements checklist

24. The evaluation recommends addressing user needs by commencing to implement the recommended 'needed' requirements as outlined below.

Requirement	Exists	Needed
Internet based repository as primary delivery vehicle		✓
Multi-lingual capabilities (search and interface)		✓
Publish on DVD-ROM, Flash or any other offline media	✓	✓
Compression	✓	
Viewing and Indexing of Multiple Formats	✓	✓
Web Interface for ease of use	✓	✓
Cross Platform		✓*
Basic word, boolean, phrase, field, proximity and concept search	✓	✓
Relevance ranking	✓	✓
Hit highlighting	✓	✓
Spell checking, linguistic and thesaurus expansion		✓
Relevance ranking by field		✓
Internet update function for offline users		✓
Automated navigation based on field content		✓
Rights Management or User Authentication		✓
User profiles/personalisation		✓
Email notification		✓
Report generators		✓
Online updates		Urgent

*Will exist by default as part of an internet-based strategy

Standards

25. The evaluation recommends that PIS and EPU agree and implement standards for ensuring data and metadata integrity based on UN system common standards.

Outsourcing

26. In line with the above recommendations, tasks to be considered for outsourcing are website hosting,¹¹ website and database development, solutions development for offline versions, helpdesk and technical support functions and, of course, data processing,¹² and dissemination.

Internet and publishing house

27. Immediate consideration should be given to use of the internet for dissemination and promotion of Refworld as well as investigating professional marketing through a reputable publishing house.

Future Options

Findings

28. As a knowledge asset within the Department of International Protection, PIS is part of a larger organisational challenge presented by the lack of a knowledge management system. The Joint Inspection Unit Report has observed that this lack has led to organisational 'compartmentalization and self-centred approaches' for which there is no oversight or general direction. The evaluation found that these identified challenges have had an impact on PIS in its development of Refworld and KIMS. Most importantly they form the context in which PIS operates generally and are therefore central to the evaluation findings and recommendations related to PIS and its information product Refworld.

29. PIS has from the start lacked clearly defined objectives and resources. At the same time it has successfully developed and maintained a key information source which is viewed by the majority of its users as either their preferred source or comparable to it, one that functions well, influences their decision-making, is priced right, is shared with others (multiplier effect)¹³ and whose disappearance

¹¹ Depending on the scale of requirements and decisions regarding HCR knowledge management, DIP should investigate website server hosting solutions for Refworld which can be purchased for between USD500-1000 per month from reputable service providers with large capacities. Website and database assistance and development and offline solutions deployment would amount to costs similar to data processing on a per head basis. With these procedures in place, PIS should take on strategic management responsibility for the outsourced arrangement.

¹² Though the Evaluation recommends outsourcing data-processing, it does so with the proviso that PIS continue to manage document selection, the addition of keywords and monitoring. A key resource in this regard is a documentalist who could be assisted by an assistant and library student interns.

¹³ The multiplier effect is a positive value-added for Refworld. An accepted method used by the media to assess multiplier effect impact is to multiply by 4 times the individual client. This is based on views as to the average number of people who receive information in regular communication on similar issues with the Refworld client in this case. Thus with 1200 subscribers, the multiplier effect without considering sharing with others where Refworld is uploaded onto a LAN, is on average 4800 external users.

would have a negative impact on their work.¹⁴ It has further played a role, albeit not yet a fully developed one, in standard-setting in the use of country of origin information.

Recommendation: Three options

PIS should be immediately re-resourced in the light of the above findings and recommendations on its institutional role and on the future sustainability of Refworld. Ideally, a future structure and staffing should reflect requirements that flow from DIP and user needs and the placement of PIS within an organization-wide knowledge management system. As this latter is not yet developed, the evaluation recommends that it is nonetheless considered as an over-arching framework for the consideration of the following three options¹⁵ for the structure and staffing of a future PIS.

Option 1 Status quo

30. This option is based on minimal changes to PIS structure and staffing. To begin to meet the challenges recommended above, however, PIS will require immediately the addition of competencies in the areas of content/collection development, information requests on COI and technical development; namely, two COI researchers, a documentalist, and an administrator with technical support for database development (Refworld, KIMS and Refquest). In addition, there would be a need for outsourcing of functions associated with updating Refworld and website server hosting arrangements. In addition, partnerships with other organisations like Raoul Wallenberg and ECOI.net are also envisaged as part of this option.

Strength

31. The strength of Option 1 is that it is based on no structural change, a few added competencies and some outsourcing. The evaluation recommends that PIS is staffed to fill its existing compliment, and that researchers for COI could come from an already proposed merger of PIS with RSD within the Division of International Protection. This option should, however, be seen as the first step in a process that leads either to Option 2 or 3. On its own, it has the potential in a short

¹⁴ Governments and refugee law practitioners see a definite 'value-added' in the fact that though Refworld contains documents found elsewhere, the thing that makes them special is that UNHCR selects them. In addition, governments are now requiring that UNHCR positions or authorized country of origin papers are cited in background documents accompanying claims to refugee status.

¹⁵ This and other options of a stepped approach to an optimal organisational and staffing structure are based on the premise that PIS will offer a range of COI services (as recommended) to UNHCR staff and other major stakeholders and will have the backing of DIP and senior management to do so. It is further based on the understanding that all recommended out-sourcing of tasks are undertaken.

time to require both structural and resource re-alignment. More importantly, it cannot alone address the advancements PIS requires to be fully effective.

Option 2 Internal research support

32. This option is based on PIS as central to the provision of COI services as well as a full range of legal and policy research support. This option is based on the view that research, repository and the management of a website and website development (which are outsourced along with data processing, solutions development for offline versions, helpdesk and dissemination) should be consolidated in-house. The additional competencies to support this option include: research analysis, library system, database development competencies and web-site management and publishing.

33. This option recommends the consolidation of PIS and RSD together with resources from the UNHCR library and outsourced website and database development support, to form a comprehensive research support entity within UNHCR. The rationale for such a grouping is based on a fully developed PIS which should form a considerable knowledge asset for HCR. This asset could best serve the organization as a central pillar in the current restructuring which will lead to the establishment of a policy development unit¹⁶ to support organization-wide policy development. This option still envisages considerable outsourcing and partnerships, one of which is already underway with the Raoul Wallenberg Institute involving some potential for secondments, research and publication support and with ECOI.net to provide content for COI in Refworld with PIS resources redirected to policy research support, managing the production of COI and position papers and web publishing of Refworld and KIMS. For this option to work consideration should be given for a VAR project which would permit PIS to outsource as required and approved. This option also requires questions to the implicated departments as to the value-added of consolidation within, of course, a larger organisational knowledge management strategy.

Strengths

34. The strengths of this option are that it consolidates research, information holdings and development within UNHCR while making efficient use of outsourcing to ensure minimal growth and cost savings. Further this recommendation envisages the combining of existing knowledge assets for the purpose of research support for DIP, the newly proposed policy development unit and the organisation in general. Space for an expanded research support unit within UNHCR is, however, at a minimum. Moreover, internal restructuring across departments has not, within the ambit of this evaluation, been discussed with the departments in question.

¹⁶ In July 2005, the SMC called for the 'establishment [of] a permanent think tank – a policy development unit' which would consolidate some resources from DIP and those of EPAU.

Option 3 Outsourcing

35. This option recommends full outsourcing of PIS in line with a proposal from l'Institut Universitaire de hautes études internationales (IUHEI), which outlines plans for the creation of the Centre for Documentation and Research to be based at IUHEI. IUHEI has proposed the creation of a centre of excellence (already supported by the Canton of Geneva) that would bring together existing external documentation projects and information entities on refugees with academics and academic institutions worldwide. This initiative is further linked to a proposal from EPAU, August 2005, for the creation of a Foundation for the International Centre for Refugee Documentation and Research (ICRDR) to be co-founded by the High Commissioner and the President of IUHEI and to be self-funding over time. This option recommends that the staffing competencies and outsourcing for PIS outlined in Option 2 hold for Option 3.

Strengths

36. The strengths of this option are that it diminishes costs in the long-term and establishes immediately linkages with academic institutions within the ambit of the reputability certain to accrue to the IUHEI centre of excellence. Additionally, it offers an outsourced, permanent, research support capacity for the organization at a time when scattered information entities, space and 'zero growth' policies are minimizing capacity. Partnerships with ECOI.net and Raoul Wallenberg can equally be envisaged within the context of this option.

I. The Evaluation: Background and Introduction

'UNHCR has to be focussed in its policy analysis and strategic thinking now and in the future. For this it needs a research capacity.'¹⁷

37. In a recent interview, the now former Assistant High Commissioner, Kamel Morjane, identified a research capacity as a clear and present organisational need. In her time, Madame Ogata had come to a similar conclusion, and created a capacity within the existing Centre for Documentation on Refugees later to become Centre for Documentation and Research. (CDR). Discontinued in 2001, its functions were scattered throughout UNHCR with the result that several information providing entities now exist, not least the Protection Information Section (PIS).

38. PIS was established December 2001 following a Working Group recommendation that the former CDR's core protection functions of research/analysis and legal information become integrated into the Division of International Protection (DIP). At the time, no provision had been made for PIS in the Annual Programme and Budget for 2002. To make up the shortfall, UNHCR made a special appeal to IGC member states to provide earmarked funding in 2002. These same states had earlier stressed the importance of ensuring the continuation of CDR's former functions.¹⁸ In response, the stated aims of PIS at its inception were 'to support UNHCR's protection role, . . .in particular in the area of research, the provision of country of origin and legal information and the issuing of Refworld. . .and [to] assist the refugee protection efforts of governments by providing pertinent country analysis and refugee-related legal information in order to ensure accurate and sound decision-making and policy formulation relating to refugee protection.'¹⁹ Thus the purpose of PIS was to provide timely and reliable country of origin analysis and legal information to support protection activities, mainly status determination and legal research. The primary tool for the dissemination of such information was to be Refworld, the CD-Rom.

39. Managing information to support informed decision-making is a challenge for the UN system generally, and UNHCR in particular. To ensure relevance and targeted response, current and trustworthy information is essential. For UNHCR, the central purpose in managing information resources in an organisation which is operational and required to adjust to a changing environment is to provide information that is relevant, timely and reliable to those who need it. To do this

¹⁷ Kamel Morjane, Interview, 19 July 2005.

¹⁸ In response to the appeal, UNHCR received USD478, 775 from the governments of Denmark, Ireland, and the USA against a total 2002 budget estimate (actually for half of 2002) of USD439, 512. Additionally, the governments of Germany and the Netherlands each promised a JPO. Out of six recommended posts, PIS was supported for three plus a senior secretary and has more or less maintained this compliment to date supplementing with JPOs, consultants, and interns. Yet another victim of 'ORB ceilings.'

¹⁹ 02/AB/VAR/CM, 'Provision of Protection Information,' Project Description, 1 August – 31 December 2002, p.1.

well requires a strategy. Such a strategy is, among other things, composed of objectives, activities and indicators, related costs and implementation timelines. Key among its objectives is the improvement of information flows, standardization of information, and access to information and knowledge.

40. In its report of August, 2004, the Joint Inspection Unit noted that 'UNHCR does not have such a strategy' and recommended as a starting point the appointment or designation of a senior official as Chief Information Officer whose central task would be to develop the organisation's information strategy.²⁰ At the same time the JIU mentioned that in addition to the need for an information management strategy, there were additional challenges in the form of 'information systems run by various entities (including ITTS, MRSP, Electronic Publishing Unit (DCI), Protection Information Section (DIP) Project Profile and Geographic and Mapping Unit (DOS), DHRM) which has led to compartmentalization and self-centred approaches. In addition. . . problems such as obstruction of information flows, overabundance of scattered information not created as 'knowledge' assets. . . need to be addressed.'²¹

41. The creation of PIS and its subsequent development recalls at least in part the situation described in the JIU Report. Any assessment of PIS and its performance should be viewed in the context of these larger organisational issues, clearly aggravated by the compartmentalization of information systems following the dissolution of CDR.

42. This current evaluation follows a user survey of PIS undertaken in 2003 and another in 2005 both of which have centred around user views of the PIS information product, Refworld.

II. Purpose of the Evaluation

43. The purpose of the evaluation was to review PIS's outputs, products and management, with special emphasis on its main product Refworld, with a view to assessing Refworld's relevance, efficiency, effectiveness, value-added, impact and sustainability.²²

44. More generally, the evaluation sought to address the extent to which PIS meets its identified purpose and objectives, engages in strategic planning, is recognized by key actors as relevant to their work and decision-making, is

²⁰ UNHCR has appointed a Chief Information Officer who, when interviewed 7/09/05, pointed out that ITTS is in the 'preliminary stages of developing a knowledge management system. . .for which some portal work is going on. . .but [it] is still in the planning and part of a larger discussion.'

²¹ Report of the Joint Inspection Unit, August, 2004, Recommendation 7, p. vii.

²² See Annex 1, United Nations High Commissioner for Refugees, Evaluation, Policy and Analysis Unit (EPAU), Terms of Reference, 'Evaluation of the Department of International Protection's Protection Information Section (PIS).'

acknowledge as adding value as a source of knowledge on protection information, and is sustainable.

III. Methodology

45. The evaluation methodology was an iterative one over 56 days and three phases, the first phase beginning with a literature review. Over the course of the second phase findings were drawn from interviews in HQs, field locations and via telephone, a user survey and five Focus Groups. The interviews were conducted with UNHCR staff, key donors, UN sister organisations, NGOs (national and international), and others identified as having a vested interest in protection information like ECOI.net.²³ See Annex 3 for a list of those interviewed.²⁴ During the second phase, an initial findings report was made to the Evaluation Committee. The third phase focussed on the drafting of the report, a presentation of the final draft to the Evaluation Committee and finalization of the report.

46. The user survey was disseminated via the UNHCR website and via Branch and Field Offices in line with a request for dissemination by the evaluator to ‘those identified generally as users of protection information,’ and via email to a selected list of users drawn from the PIS client list, targeting those NOT requested to complete an earlier PIS survey.

47. The website yield was modest, only eighteen (18) responses. The paucity of responses may have been related to fatigue following a just-completed survey for PIS, and/or the fact that the survey was not visible to visitors to the site. The survey was located under Research and on the EPAU page. Without a banner or other feature to distinguish it, despite a request to do so by EPAU, the survey was really only accessible to those who were so advised of its location.²⁵

48. Other sources proved more fruitful with seventy (70) user survey responses received from 115 handouts and emails. This number is statistically relevant given that a 20% response is generally viewed as analytically defensible.

49. Focus groups were also used to capture information. A Focus Group is a survey instrument used to collect information in group settings less suited to the use of other more individualized survey instruments. Group dynamics permit the viewpoints of the participants to emerge, both for the group as a whole and for individuals. People behave differently in a group than individually. Often the group dialogue and dynamic reflect some of the elements or issues that the research is seeking to identify and assess.

²³ See Annex 2, ‘Method and Framework for Analysis,’ in the Proposal for the Evaluation, pp4-6.

²⁴ See Annex 3, Interview list

²⁵ See Annex 4, ‘User Survey,’ Evaluation of UNHCR’s Protection Information Section, June, 2005.

50. Five Focus Groups were held during the data collection phase of the PIS Evaluation. Four of the five were held in field locations: Ottawa, Washington, Nairobi and Ankara. In Ottawa and Washington and Nairobi protection staff participated with participants in Nairobi largely from the Regional Resettlement Hub. Ankara participants were largely eligibility officers and one research assistant. The fifth Focus Group was held in HQs and comprised staff from PIS, EPU, EPAU and DER. A summary of the recommendations issuing from this latter group appears as Annex 5.²⁶ The recommendations of the four previous groups were captured in the interview summaries and appear throughout the evaluation in support of various findings or points of view. They are also summarized in the Section: 'View from the Field.'

51. The criteria used for assessing PIS's impact were drawn from Creech and Willard's publication, *Strategic Intentions* which focuses on the performance of knowledge networks,²⁷ and DAC principles for evaluation of humanitarian assistance programmes based on relevance, effectiveness, efficiency and sustainability.²⁸ These criteria were applied to three areas: products, institutional role, and sustainability.

52. The evaluation's major research question was: What are the key components of an effective protection information system? This question was posed to all interviewees as the overall frame for their responses to a series of interview questions.²⁹ Three indicators were used as the entry points for the analysis of data collected from the interviews: client satisfaction, influence and sustainability.

53. The interviews, survey and Focus Group results are the basis of most findings throughout the evaluation report. In addition, a strategic assessment of Refworld analyses its content, platform and business processes.

IV. Evaluation Findings

Institutional Role of PIS: How far does PIS fill a value-added institutional role?

Over-arching finding

The evaluation found that though PIS has successfully developed and maintained a key information source, Refworld, and to the extent possible delivered on its other objectives: standard-setting on COI, information requests, background papers and

²⁶ See Annex 5, PIS Evaluation Focus Group, Summary Recommendations, 20 September 2005.

²⁷ H. Creech and T. Willard, 'Strategic Intentions: Managing knowledge networks for sustainable development,' International Institute for Sustainable Development (IISD), [Http://www.iisd.org/pdf/2001](http://www.iisd.org/pdf/2001).

²⁸ The Development Assistance Committee (DAC), 'Guidance for Evaluating Humanitarian Assistance in Complex Emergencies,' OECD at <http://www.oecd.org/dac/evaluation>.

²⁹ See Annex 6, 'Interview Questionnaire,' UNHCR's PIS Evaluation, 26-06-05.

advocacy with governments, it only partially fills a value-added institutional role as a consequence of three inter-related challenges: lack of a clearly articulated and supported role, divisive internal relations and lack of staff and resources.

Terms of Reference: PIS

54. According to its terms of reference,³⁰ PIS has three major goals which are framed by the overarching objective to support UNHCR's protection role and contribute to the implementation of the Agenda for Protection by:

- providing UNHCR staff, governments, the judiciary, NGOs, researchers, refugee law practitioners and other stakeholders with pertinent country and legal information and analysis in order to assist in sound decision-making and policy formulation
- ensuring that the information provided is comprehensive, objective, balanced and credible, and
- ensuring that the information is easily accessible, in particular through the medium of electronic databases.

55. PIS was to achieve these goals by:

- undertaking research on countries of origin (COI),
- re-launching Refworld and KIMs,
- responding to information requests internal and external,
- capacity-building of COI units in the field,
- standard-setting on COI, and
- COI research trainee programmes.

56. These are challenging goals, and equally compelling objectives. But PIS has, for reasons that will be further elaborated below, never been able to respond more than partially to its full terms of reference.

Identity

57. 'The problem with PIS, observed an interviewee, 'is that it has never had a defined place in the organisation. . . At its inception, the general sense was that it

³⁰ See Annex accompanying Memorandum of 26 July 2002, 'Request for 2002 Budget, Protection Information.'

would partly cover gaps left by the disbanding of CDR, but the problem from the start was that it lacked a clear mission or role, therefore it had no defined base and suffered identity issues.³¹ Against the lack of a clear identity, another observation on the institutional role of PIS sets it in a cultural context: 'PIS is somewhat at odds with the culture of UNHCR which is not one of openness. Publicly available information versus internal sources will always be at odds.'³² A third observation squares the circle in respect of the three issues presented relevant to views regarding the institutional role of PIS: 'PIS has always been understaffed and generally under-resourced and therefore never able to meet fully its terms of reference, doing country of origin papers, for example.'³³

58. These observations highlight three views of the challenges faced by PIS in its attempts to carve out an organisational niche: lack of a clearly supported purpose and therefore identity, tension and resistance in its internal relations, and lack of staff and resources.

59. Lack of a clearly defined organisational niche seems to have plagued PIS from its inception. As one senior manager phrased it: 'From the start no one wanted to take on PIS as they felt they already had too much, so it started from a negative.'³⁴ At the same time, there was an expectation that PIS would meet protection support needs, namely 'the lack of COI that is specific to certain protection situations.'³⁵ But instead it 'produced blocks of information... that appear[ed] unconnected to questions at hand... and hard for the organisation to absorb.' For these reasons, PIS is not viewed as an identifiable information entity, 'a brand' within the organisation. As one observer succinctly put it: 'PIS is not well known. It should be the guardian of protection information and this should be its primary role -- the reference, the source. There is a lack of institutional inventory for protection information now. In the old days, one went to the Deputy Director for source guidance and then to CDR. That is how one learned. PIS should serve a similar role, but it is neither resourced nor mandated to do so.'³⁶

Promotion and Advocacy

60. As another interviewee commented: 'The role of PIS is both knowledge and promotional: that is to continuously feed HCR on protection content and how protection doctrine, policy and structure should support the delivery of protection to the field. In undertaking its institutional role, PIS should be the vehicle for new developments within DIP. In this it should act as the centre of a knowledge network.'³⁷ As it were, PIS appears to many to focus its attention and limited resources elsewhere: 'PIS is focussed on external needs and little internal. PIS is

³¹ Interview, HQs, 18/07/05.

³² Interview, HQs, 13/06/05.

³³ See above interview.

³⁴ Interview, HQs, 18/07/05.

³⁵ Interview, HQs, 7/07/05

³⁶ See above Interview.

³⁷ Interview, HQs, 12/07/05.

really not target-oriented. The bottom line is value-added. Where can PIS make a difference?’³⁸

61. And the difference PIS can make in the minds of a number of Headquarters’ and field staff interviewed is twofold: more promotion and advocacy on the one hand, and more research support and production of COI papers on specific protection issues on the other. On the promotion and advocacy side, the argument is that PIS would make a difference were it ‘to coordinate the outsourcing of country papers and to advocate HCR in the Eurasyll context as opposed to overseeing the writing of papers on non-contested countries.’ At the same time, ‘protection information should serve RSD needs... there is little logic in having an RSD caseload of five thousand on the back of a single P3 in the field.’³⁹ This latter has been the single most reiterated statement regarding PIS’s role: that it should support RSD in the production of background papers, and advocacy through standard-setting on the use of country of origin information. As another interviewee explained: ‘UNHCR gains considerable influence by having a presence, for example, on the UK Committee on Country of Origin Information.’⁴⁰ Or as others have noted, the role of PIS should be to support UNHCR in capacity-building in respect of fair and accountable asylum systems.⁴¹

Workplan

62. Given its start, and against diverse expectations, PIS has never really achieved definitive integration either into DIP or the organisation. A former PIS staff sees it somewhat more pragmatically: ‘Lack of a feasibility study at the start was a mistake. If this had been done, PIS would have had at least a defensible purpose and work plan to follow. As it was both were lacking.’⁴² One wonders whether such a plan would have made any difference given the pressure to revive Refworld, the intensiveness of the labour attached to its revival and sustainability, and the lack of promised resources to do more than scratch the surface of several objectives but never comprehensively.

63. The lack of a ‘realistic’ workplan was also raised by the audit in 2004 and related to 2004 objectives ‘not being fully met, with outputs below expectations (re-launching of KIMs, revamping of the protection part of the website, maintenance of question and answer database, and establishment of procedures for receiving and responding to information requests).’ The audit recommended that ‘UNHCR establish a realistic work plan for Protection Information, in line with available resources.’⁴³ DIP is in the process of taking some initiatives to broaden the PIS staffing base and address demand for timely and more specific

³⁸ Interview, HQs, 19-07-05.

³⁹ See above interview.

⁴⁰ Interview HQs 9/08/05.

⁴¹ Interview HQs 7/07/05

⁴² Interview by telephone with the field, 14/07/05.

⁴³ UN Board of Auditors Report, Audit of UNHCR Headquarters, Department of International Protection and Results-based Management, Management Letter, 3 December 2004, p.10.

country of origin reports by merging some RSD staff functions with PIS. This initiative has yet to be implemented.

Resources

64. According to the audit assessment, PIS cannot meet its current objectives with its present resources. On the resources side, PIS has never fully reached its staff compliment and will suffer another loss of a post of senior secretary this year. With that loss PIS will most likely revert to their former status of making post requests that have as one interviewee observed fallen 'prey to ORB ceilings.'⁴⁴ Like others, this same interviewee recognizes that lack of resources is a problem but at the same time sees PIS as 'needing to carve out a role' consistent with the provision of COI papers for the organisation. Instead, 'Refworld production became the sole focus and total absorption [of PIS]. Policy analysis and standard-setting for COI were not taken up,'⁴⁵ as another interviewee asserted. 'If PIS were to do one thing,' yet another interviewee observed, 'it would be to respond to information requests to support decision-making in UNHCR. HCR needs the support of specialist researchers'⁴⁶ Yet, despite these strong views, the updating and maintenance of Refworld was viewed as a priority. Unfortunately, no one was prepared for just how much work the upkeep of Refworld would take.⁴⁷

Internal Relations

65. Conflicting demands, resource exhausting Refworld updating and time spent in the clearance of country papers⁴⁸ has added to the view that PIS's role is not clearly defined. This view is further exacerbated given the differences concerning the dissemination of country reports – which is a PIS role but continuously contested by the bureaux. The essential dilemma is whether reports should be internal or public. The length of time taken by the bureaux for clearance is still another point of frustration. Though an agreed procedure is in place it is rarely followed. More importantly, underlying the procedure are the issues of ownership and government relations. As one interviewee put it: 'Research on country of origin issues should be solely for internal use, and the bureaux should decide with whom to share the paper externally as it is after all 'good PR.'⁴⁹ Another corroborating view observed that 'PIS was not the appropriate place for explaining HCR policy on country reports to governments... The real purpose of

⁴⁴ Interview HQs 13/06/05

⁴⁵ See above Interview

⁴⁶ Interview HQs 23/08/05

⁴⁷ The issue of Refworld production will be taken up later in the report under Section 4, 'Refworld: Strategic Assessment.'

⁴⁸ 'Methods on country papers are unclear, who is to drive the process? Papers emerge somehow and then PIS gets involved to disseminate. Clearance is another issue. Who is to clear the paper? History is that it has been a back and forth affair. PIS is often left to explain to governments and other stakeholders issues which the bureaux feel are best left in their domain. A draft publication's policy has been passed around, but it has not gone anywhere. Its author is viewed as too ambitious and central in a small domain . . . in a word, an irritant.' Interview HQs 18/07/05

⁴⁹ Interview HQs 18/07/05.

PIS is to give the bureaux flack about whether a paper should be internal or external... Since 90% of the paper content comes from the field, and the bureaux are responsible for often sensitive relations with governments in these regions, [the interviewee did] not feel PIS should have a say in this.⁵⁰ At the same time, others have a contrasting view: 'clearing of papers should not fall on PIS alone, but DIP should take an authoritative role... The Director of DIP should have the power to take decisions on papers of which at least 90% could be shared in the public domain, keeping internal that which has clear protection implications.'⁵¹

66. These views raise issues of concern over public versus private sources, staff security, authority and accountability. Whichever view one takes, it still leaves PIS with a task that is best described as a double-edged sword and for which immediate solutions are not immediately forthcoming. But as one interviewee succinctly observed: 'it is certain that non-papers, like non-meetings should not be encouraged... PIS has been left holding the bag on this and is not in a position to sort it out.'⁵²

67. Thus it would appear that PIS has been unable to take up several of its tasks while at the same time faces internal resistance in at least one of its operational areas: the writing and clearance of country of origin reports. Resistance is not solely related to clearing reports, however, as PIS management has faced tensions both with the bureaux as already described, with EPU who provide technical support to the production of Refworld, and from staff. (See pp. 31-33 Production Management under Refworld: A Technical and Strategic Assessment which assesses task breakdown PIS and EPU).

68. EPU provides technical support to Refworld production. Apparently, there have been 'real tensions between the two units'⁵³ for some time. The major issue it appears is over content which overlaps with the technical. Part of this is a 'lack of resources issue and an increasing reluctance to address solutions on both sides.'⁵⁴ But the 'content and control divide' that exists as a result 'has not helped to support a smooth running section.'⁵⁵ For some this relationship is yet another example of too few resources to support the tasks at hand exacerbated by a lack of coherence between information entities. As one interviewee noted: 'HCR has to decide [finally] what it wants to be whether provider, repository, broker, clearinghouse or all of the above... user needs should define which direction to take.'⁵⁶ If there is a lack of PIS managerial control over production that appears to delay development, however, then it is a critical flaw that bears addressing.

⁵⁰ Interview see above with same date albeit two interviewees.

⁵¹ Interview HQs 19/07/05

⁵² Interview HQs 15/07/05

⁵³ Interview with the field 14/07/05.

⁵⁴ See above interview 14/07/05.

⁵⁵ Interview HQs 13/06/05.

⁵⁶ Interview HQs 13/07/05.

Management

69. From day one it would appear that PIS has been trying to catch up, supplement and replace. PIS received a staff complement of five posts all of which have not been successfully filled. Instead of regular staff, PIS took on consultants, and interns with the result that there was a continual lack of expertise and turnaround of staff, ten since inception. The consequence has been a lack of continuity and little institutional memory. In addition, after the first year, the staff were separated and placed in different offices and on different floors – ‘not a situation conducive to communication.’⁵⁷ And it is this apparent lack of communication coupled with a workload that ‘left little time to do a proper job. . .the lack of keywords being a case in point’⁵⁸ that finally resulted in the widespread dissemination of two papers: ‘Refworld 2004 and Beyond – Some Considerations,’ July 2004, and UNHCR’s Protection Information Databases: User Needs, the Refworld CD-Rom and the UNHCR Website, October 2004. These two papers raised issues regarding users, user needs, priorities and platforms (CD-Rom versus website or DVD), but most of all direction. The papers spoke as well to larger issues of the management kind not least the issue of communication. Thus the papers can be viewed on at least two levels. The first was to raise concerns regarding ‘a lack of a clearly supported plan for PIS and the new Refworld, as well as a user needs and platform assessment, charging for Refworld without defensible rationale and staff expertise ‘wasted’ on repetitious uploading of documents [for the production of the CD].’⁵⁹ On another level the papers were a warning of systemic communications issues. The structural issues relating to lack of resources and clearly supported objectives and direction led in turn to communications breakdown at the level of staff and with other units. These management issues merited preventive intervention and mediation by senior management in a timely fashion before polarization set in, and few affective staff or inter-unit relations were thereafter possible. This situation, which has been alleviated somewhat by the departure of some PIS staff, has nonetheless affected relations with staff and management which are unlikely to improve demonstrably without immediate structural adjustments in the workload and resources of the section.

External Relations

70. At the same time, PIS has demonstrated its contribution to UNHCR and its mandate not least in its participation and contributions to international forums such as EURASIL, Intergovernmental Consultations (IGC)⁶⁰ as well as the International Committee for Migration Policy Development

⁵⁷ Interview HQs 16/07/05.

⁵⁸ See above interview 13/07/05.

⁵⁹ See above interview with the field 14/07/05.

⁶⁰ Interview, Refugee Information Centre, Homeland Security Official, Washington, 21/06/05 praised the work of PIS and its continual support of the work of the Asylum Service.

(ICMPD)⁶¹, its plaudits for Refworld, its traineeship programme, links with external documentation centres as well as writing country papers and guiding papers written by Writenet, an implementing partner. In addition, a recent request for a LAN version of Refworld to serve ten thousand UK Home Office officials is testimony of client satisfaction by at least one recipient of the PIS product Refworld. Moreover, Refworld subscribers find it so valuable a source that two out of four pass on content to others, with the result that Refworld's potential audience and impact are multiplied exponentially.'⁶²

71. Still, its effort seems more often to produce enmity than praise. Most often the charge is that PIS serves and concentrates on external clients more than those inside UNHCR. This is clearly where PIS has still much promotional and client-specific targeting on information products work to do. At the same time, outside UNHCR, it is not PIS that is known, it is UNHCR that is recognized and whose influence is arguably increased by the activities of PIS.

72. As mentioned earlier, the role of PIS has to be seen in the context of larger organisational issues relating to its existence as an information entity created and developed outside a coherent information management strategy and structure. What the future holds for PIS is somewhat already in progress as part of DIP's planned merging of PIS with RSD. As well, DIP has undertaken some initiatives related to outsourcing some of PIS's tasks. These latter initiatives will be touched on under Section 5. 'PIS Future.' The next section will focus on user survey⁶³ results: who are the clients of PIS, what are their information preferences, and what are their views on Refworld on CD-Rom and the UNHCR Website.

V. User Survey Results

73. A user survey was developed and disseminated via the UNHCR website, email and through field offices. A user response of 18 via the website was disappointing but was most probably related to three factors: visibility, timeliness and client survey fatigue.⁶⁴ The total number of surveys distributed via field offices was 115, and the overall response, website, email and field was 70. By most social science standards, this is a defensible and statistically relevant number for analysis.

⁶¹ Interview by telephone, UK official, 25/08/05. This same government recently requested a LAN version on Refworld to serve ten thousand Home Office officials. The request is pending a technical solution at UNHCR.

⁶² Interview Washington 21/06/05.

⁶³ See Annex 7, User Survey Results, EPAU Evaluation, June 2005.

⁶⁴ Some possible reasons for poor survey response from the website include: the fact that the survey was rather hidden on the UNHCR website on the EPAU page with no obvious signage or lead from the front page, despite an EPAU request, making it difficult for users of protection information in general and Refworld specifically to participate. The survey went out as most people went on vacation, and the EPAU survey followed closely on the heels of a PIS user survey.

74. The survey was divided into three parts: Part 1 user backgrounds and information preferences. Part 2 for users of Refworld CD-Rom and Part 3 for users of Refworld on the UNHCR website. The survey results follow below.

User profiles and their information preferences

Finding

75. Refworld's major clients are employed in the UN or a UN affiliate followed by governments, work mostly in RSD-related areas, are mostly located in the northern hemisphere and use most often human rights reports followed by country of origin, legislation, case law and policy analysis.

Employment Category

More than half of the users surveyed are employed in the UN or a UN affiliate followed by government agencies.

Job Title

4 out of 10 are involved in legal protection work, followed by 3 out of ten in research and 2 out of 10 in asylum assistance.

Work Location

Nearly one quarter work in North America, another quarter in Europe (West, Central and East), while 20% are in Africa (East, West and South).

Most often used information

Human rights reports, followed by country of origin information and legislation succeeded by case law and policy analysis.

Purpose for use

The major purposes for which users seek information are: for country of origin background information followed closely by the need for UN documents and for doing research on UNHCR.

Top 3 sources

The top-rated sources of those surveyed were Refworld, Amnesty International and ECOI. Net.

Frequency of consultation

A little over 69% consult their first choice of information source both daily and weekly.

Access to information

More than 6 out of 10 use the internet to access their top-rated information sources.

Gaps

Nearly half of those surveyed found moderate gaps in existing sources of protection information.

Rating HCR over others

Four out of ten of those surveyed rated UNHCR information sources the same as their preferred sources, while 3 out of ten rated them better.

Areas for HCR improvement

In replying to what areas UNHCR might improve its protection information, 23% mentioned the need for more thematic or case specific reports followed by more country reports at 16%, more legal opinions and training at 12% and more Refworld updates at 12%.

Users of Refworld CD-Rom

Of those surveyed, 6 out of 10 were Refworld CD-Rom users.

Not User of CD-Rom but user of UNHCR website version

For those who did not use Refworld CD-Rom, 5 out of 10 preferred the website version, and 3 out of 10 had installation difficulties

Users of both CD and website

For those surveyed who used both Refworld CD and on the website, 4 out of 10 cited convenience as a reason while 2 out 10 cited necessity and 1.5 out of ten cited timeliness.

Client Satisfaction: CD and Web Version of Refworld

Finding

76. The view of the majority of users is that Refworld is a key information source, which is either their preferred source or comparable to it, functions well, influences their decision-making, is priced right, is shared with others (multiplier effect) and whose disappearance would have a negative impact on their work and sources in French, Spanish and Russian would be welcome.

Usage

31% of those surveyed use Refworld CD-Rom 2-3 times a month while 31% of website version users make use of it weekly.

Training

64% of CD users had received no training, as compared to 84% of website users.

Finding relevant information

In finding relevant information, 29% said it was 'somewhat easy' and 38% said it was 'very easy' on the CD, while 40% said it was 'somewhat easy' and 50% said it was 'somewhat difficult' to find information on the website.

Five out of ten of both CD and website users found it took 3-5 minutes to find information.

Most used information

Over a quarter of CD users make use of legal information most often, while nearly one third of website users made use of both legal and country of origin equally.

Alternative sources

Over half the users of both the CD and website responded 'yes' to the question as to whether there were alternative sources of information to Refworld.

Refworld compared to other sources of information

Nearly half of both CD and website users believed that Refworld is better than other sources both print and online.

Influence

More than one third of CD users as compared to 30% of website users believe that Refworld 'significantly' influences their decision-making

Preferred language

The question yielded confusing results as a consequence of the fact that people filled in English as their spoken language and then went on to request English as their preferred language. A future survey should simply ask 'If not English, what is your preferred language?' Even with the confusion, it was clear that more sources in French, Russian and Spanish would be greatly welcomed.

Publishing frequency, searching, cost and installation of the CD

Seven out of ten clients found publication of the CD was 'not frequent enough,' while 37% found searching 'somewhat easy,' 64% found cost 'just right,' 57% found installation 'very easy.'

Searching and access to Refworld on the website

On the website: five out of ten of those surveyed found searching somewhat easy, and 5 out of 10 found access to the website somewhat easy.

Relevance to work

Seven out of ten found Refworld CD 'very relevant' while six out of ten found Refworld on the website 'very relevant.'

Ratings on accuracy, timeliness, depth and breadth of content:

Five out of ten found the CD 'excellent' on accuracy, five out of ten cited 'average' on timeliness and six out of ten cited 'very good' on depth and breadth of content.

Five out of ten found Refworld on the website 'very good' on accuracy, while five out of ten though timeliness 'very good' and five out of ten found content depth and breadth very good.

Rating overall satisfaction

32% were 'neither satisfied nor dissatisfied' with the CD compared with 5% who were 'neither satisfied nor dissatisfied' with Refworld on the website. At the same time, 11% were 'very satisfied' with the CD, while 20% were 'very satisfied' with Refworld on the website.

Value-added

How far does Refworld CD add value in the light of technological advance?

50% responded 'major value-added' and 25% responded 'moderate value added.'

How far does Refworld on the website add value?

44% responded 'major value-added' while 44% responded 'moderate value-added.'

Impact

If Refworld, CD and web version, were no longer available, what impact would it have on your work?

Nearly half of CD users cited 'great impact', while 24% said 'moderate impact.'

Nearly a third of Refworld on the website said 'great impact' while 40% said 'moderate impact.'

Cost

Would you continue to buy Refworld CD even though it is offered free on the UNHCR website?

71% of those surveyed responded 'yes.'

77. Selected survey results are discussed below.

78. Refworld on the UNHCR website receives plaudits in the rating on 'overall client satisfaction.' Yet, the 'value-added' response suggests that there are users who prefer portable media and therefore the CD. The rating may indicate several things: the fidelity of Refworld CD customers. Or, it may be related to the results on searches which suggest that searching Refworld on the website is not as easy as on the CD. Further, the 'impact' rating showed that CD users would in the main miss the CD if it were no longer available, but not so much that they were willing to support fully the CD as a sole means of information source on the 'overall satisfaction' rating. Refworld's strength is that it makes available a sizeable

repository of refugee-related information via a straightforward navigation structure at a fairly low cost. However, its disadvantages are that it offers very few truly unique information sources (many are now available for free on the web, particularly on the UNHCR site) and it provides limited training and support to its users (particularly vis-à-vis the audience that has the most limited access to the web).

79. In terms of information preferences, the majority choice of Refworld as one of the top three preferred user choices of information was clearly supported by the next finding on frequency of use which was in the main daily and weekly. The result further corresponds with the profile of the survey respondent (legal and COI users) who also chose ECOI.net as number three of their preferred sources⁶⁵. The majority of users want greater frequency of publication of the CD which will be further addressed in the assessment of Refworld. The fact the majority found the cost of the CD 'just right' and that 71% of CD users would continue to buy the CD is important to consider in the light of future directions. Is there an expressed and assessed client need for a stand alone version of Refworld? And if yes, then 'how is this need best addressed within the context of a strategic information plan for the organisation?'⁶⁶

80. Assessing the rate of user satisfaction or Refworld's value-added is an indicator by which to gauge product strength. As attested by user survey results, the view of the majority of users is that they rate Refworld a top information source that is comparable to their preferred source, functions well, influences their decisions and is priced right. The majority are clear that the disappearance of Refworld would have a major impact on their work. Most importantly, though the majority responded 'yes' as to whether there were alternative sources to Refworld, the majority equally want it to continue and improve. The factors behind this support for Refworld are several as noted both by the survey and interviews: the excellence of its information, the compilation of relevant documents in one place, the portability of the CD, and the fact that though UN documents and others can be found elsewhere, it is the fact that UNHCR 'selects' the documents for the repository and therefore adds value or rather confers legitimacy that derives from its mandate that is important. For these reasons, Refworld is viewed as 'better than simply a collection of links on [one's] browser.'⁶⁷

VI. View from the Field

Finding

81. Refworld, though useful and generally embraced as a primary information tool, does not in its current form fully meet information needs in the field for

⁶⁵ Neither Refworld nor ECOI.net are sources: the former is a repository and the latter, a portal.

⁶⁶ InterviewHQs7/09/05

⁶⁷ Interview, Headquarters, 13/07/05.

timely and relevant country of origin information that is targeted to groups at risk. Also, it was most used and worked best as a LAN version in Washington.

Background

82. Results from the user survey, interviews and Focus groups in the field corroborated findings noted above and below. At the same time, several issues deserve further elaboration. Focus groups with protection staff and eligibility officers in Ottawa, Washington, Nairobi and Ankara clearly linked protection information to support in the main RSD and resettlement activities. There was little or no knowledge of PIS *per se*, the concern of those interviewed being for protection information in general and Refworld in particular. In two offices, Nairobi and Ankara, concern was voiced about the need for a documentation centre which would support RSD. Linking reliable country information to effective RSD, Ankara has begun to develop a documentation centre and has appointed a research coordinator who will run the centre and support the research needs of the eligibility officers.

83. In Nairobi, information requirements targeted longer country of origin reports on specific claims including time of flight (there is a need for current information but also a need for information from 30 years ago on specific groups, exclusion), minorities and cultural practices, journals and articles, HCR policy in respect of certain groups, especially in the resettlement context as to who are those that can return. There is also need for more detailed legislation that covers issues of citizenship and loss of status, penal codes, divorce laws and child custody. Most important, was the need for updates. Those interviewed would like to see monthly but preferably weekly updates on Refworld CD-Rom delivered either via personal email or on their LAN. Also requested, was a 'beginners' section for first-time users of the CD-Rom as well as training on how to use the CD and how to search for country of origin information in general.

84. The need for information was exceeded only by the need for research assistance. A solution for some is 'to re-open the documentation centre in the Nairobi office and tie this to regional country of origin gaps.'⁶⁸ Though helpful, Refworld alone cannot give the type of research support that a specialist documentalist can. In Nairobi, Refworld information is usefully shared with others, like the JVA, thus assuring a multiplier effect. Training was mentioned in connection with the need for training in refugee law, caselaw and practice, and country of origin research as most resettlement eligibility staff now come through an implementing partner ICMC. Though they may be lawyers and have national RSD backgrounds, they are not trained in basic protection principles and practice, thus the need is high.

85. In line with needs for updated country of origin information in Nairobi, Refworld on the website could use a 'latest' and a special segment of the website

⁶⁸ Interview, Nairobi, 30/06/05.

for Refworld, like the Darfur emergency. Attention was further drawn to the inordinate amount of time it takes to download the logo. Further mention was made as to the possibility of a LAN version of Refworld with monthly updates, as most users have connectivity problems with the internet and equally find six CDs a challenge to use and keep in order.

86. In Washington, credibility is a major issue for firm resettlement cases, so the need is for maps, locations of camps with caseload numbers, old Amnesty International and State Department reports and APRs in a timely fashion. Like others, Washington case workers want COI that is relevant and easily accessible. The UNHCR website has lots of information, but it is difficult to find, and is not easy to navigate. The solution for some would be to have an internal website, KIMS, with country of origin information for staff linked to HCR positions, guidelines and policies. A further suggestion was to make available Refworld, KIMS and RefLink with cross-platform search capacity and drop-down menus featuring country, themes and report titles. One NGO representative interviewed saw Refworld more as a clearinghouse than a unique source of information, and observed that to be more influential Refworld needs country information relating to specific claims. At the same time, Homeland Security will use Refworld for training a new asylum corps and view Refworld as 'timesaving, comprehensive and trustworthy as HCR staff select the information.'

87. Ottawa was concerned to underline the need for HCR positions on security, interdiction, admission, access to RSD and Regional Bureau for Europe documents, field reports, APRs and as much country of origin information as possible in French. They also mentioned some technical problems with Refworld. For example, there was a launch failure with the CD during a recent live demonstration. In addition, protection staff saw the need for an archive or archival disk that could be added to yearly. Equally, a need was expressed for a Refworld website that reflected the content and structure of the CD. Finally, there was a need expressed for a section in Refworld that permitted the expression of views or comments on issues like exclusion. Canadian government officials noted that they valued Refworld for its reliability, as they were continuously faced with legitimacy questions and must be certain that sources are entirely reliable in order to attribute weight.

88. In Ankara, the information needs were several: legislation in translation (asylum, civil and penal codes); relevant and updated country of origin that is specific to the region and groups at risk. A need to obtain information from field offices which do not retain legislation and other important data was further underlined. There is equally a need for training in protection, use of country of origin information and eligibility. A number of observers would like to see a section within DIP dedicated to the collection, analysis and dissemination of COI. But the real issue facing the office in Turkey is language and resources to capacity build. BO Turkey needs to support the government in RSD, in first instance, readmission and appeals.

VII. Refworld: A Technical and Strategic Assessment

Over-arching finding

Refworld is not fully meeting either its market potential or its user needs and for that it needs a solution which will have an impact on the quality of the product, its reach and effectiveness and the elimination of substantial operating costs. A secondary and related finding is that Refworld content is in need of attention in the areas of selection policy, search and support documentation, coverage, timeliness, user interface and document classification. A third related finding is that Refworld is in need of fulltime technical support and expertise for development and user support.

89. Refworld, a protection information repository, was first published in 1995 by the former CDR with the purpose of providing 'a high-tech solution to a commonly-shared problem: how to access documents relevant to RSD and refugee policy decision-making.'⁶⁹ Thereafter it was published twice a year until the closure of CDR. A first of its kind, particularly in the humanitarian arena, it proved a success with UNHCR staff, states and refugee and asylum law practitioners. At that time, Refworld was considered a ground-breaking achievement and was launched just prior to the Internet revolution. Published on CD-ROM, as the majority of UNHCR offices were still outside the WAN, it received acclaim due to its mobility, wealth of information and relative ease of use.

Content Analysis

General Description

90. Six disk CD-ROM, produced biannually by the Protection Information Section (PIS) of UNHCR since 2003. Cost: US\$150 for governments, IGOs, permanent missions, academic institutes, libraries, bar associations and the judiciary. US\$75 for NGOs, legal clinics, individuals or lawyers involved in work with refugees and asylum seekers, and students. In 2005, the order form notes that: 'The next Refworld will be published in 2006' but it does not give a date. Equally, there is lack of clarity regarding numbers of annual issues. In the past, the fee included two issues; now it is not clear whether there is to be only one or two issues. Since updates will now be limited to one per year, the 2005 order form and brochure should mention this fact. The 'Refworld Known Issues' which accompanies the CD does identify technical problems that have been reported to the EPU.

91. The brochure explains the system requirements for running the product as including:

⁶⁹ Refworld 2004 and beyond—some considerations, 14 July 2004, p1.

- Pentium processor-based PC or compatible computer
- 32 Mb of RAM minimum
- Microsoft windows 98, NT, ME, 2000, or XP
- Microsoft Internet Explorer 5.x or greater or, Netscape Navigator 4.x or greater
- Adobe Acrobat Reader 5.x or greater
- CD-Rom drive
- Screen resolution 800x600 minimum (1024x768 recommended)

Subscription Fee

92. The subscription fee is reasonable when compared with, for example, *The World Development Report 1978-2005* CD-ROM from the World Bank at US\$250 (one-off title, single user); and the *Oxford English Dictionary* on CD-ROM at UK£250.⁷⁰

93. Some interviewees were opposed to charging for Refworld. The essential arguments are firstly that it is in the interests of UNHCR to promote refugee law and protection information. And secondly, these same claim that uploading already existing information and charging for it is unethical, not to mention probably unnecessary as it is most often available elsewhere.

94. The majority of others were not so inclined, but felt rather that Refworld was 'value for money' and that the real value-added was the fact that UNHCR selected the data and therefore added the authority that accrues to its mandate.

Documentation and Support/Training

95. A two-page search tips brochure accompanies the disks; a more detailed electronic version is available on each disk under 'Frequently Asked Questions and Known Issues' under 'Help' at the top of each page. The focus of both is on search syntax (how to formulate a search). Having more detailed search tips in printed form is helpful because it is easier to refer to when formulating a search; the electronic version requires you to navigate away from the search form and when you return, your search terms are lost and must be re-entered.

96. No instructions for installation are provided. However, as soon as the CD-ROM is inserted into the reader, it automatically opens up a new browser page and displays the homepage for the individual disk. While it is a straightforward process, it may be daunting for first time users who are perhaps not very computer savvy. Equally, if there are problems, user help is on disk 5 a fact which is not part of launch or installation instructions.

⁷⁰ These prices are reasonable when one considers that Oxford Analytica costs around US\$40,000 per individual organisation per year with a limit of 5 users per contract.

97. The search tips do not indicate how to interpret search results, for example, highlighted terms in HTML results, results ranking, and the meaning of icons to name a few. Also there is no indication that one can sort results; this important feature was discovered purely by chance!

98. No search tips are available for conducting an advanced search or for using the Library Catalogue search form.

99. No explanation for how to handle accents is provided. At the very least, an example of how to use the wildcards to replace accented characters would be helpful to include.

100. The REFWORLD page on the UNHCR web site suggests that training is not necessary. However, web search engine statistics show that users continue to employ very basic search strategies when searching online. More documentation and some kind of training module would therefore be recommended. In addition, this statement implicitly assumes that the primary user is a) Internet-savvy, and b) knowledgeable about refugee issues and therefore familiar with the kinds of documents provided on REFWORLD.

101. PIS could broaden REFWORLD's appeal to students, new practitioners, anyone new to the field, less sophisticated users, non-Internet users through more proactive training and search assistance. Moreover, institutional contacts (researchers, librarians, information officers) are not necessarily going to be knowledgeable about refugee issues and therefore will require more background documentation to be able to advise users who submit requests for information/searches to them.

Database Content/Selection Policy

102. No introduction or overview of REFWORLD is provided on the disks. In addition, there is no indication of REFWORLD's selection/collection development policy. Both are preferable, albeit most important is the latter which all reputable publications consider standard.

103. The description of 'What is REFWORLD 2005' in the Refworld brochure notes: 'Refworld 2005 is a collection of reliable documents from UNHCR specialists and information partners throughout the world.' It is further described as a 'refugee encyclopaedia.' Thus the purpose of the CD-ROM is a bit unclear. PIS needs to answer 'Why REFWORLD?' and 'REFWORLD for Whom?'

Coverage

104. Refworld provides access to a wide variety of information sources, primarily in English, but with some content available in French, Spanish, German and Portuguese. REFWORLD users have attested to the fact that it covers its subject

area well. No other real competitors in the CD-ROM realm exist although the HJT CD-ROM <http://www.hjt-research.com/home.shtml> should be evaluated for COI comparison.

105. Some sources provide historical information; many include the complete series of a particular document set, for example, all EXCOM documents.

Timeliness

106. Refworld is current for a CD-ROM, but obviously not as current as online. Users must wait 6 months before another edition is released. Timeliness is increasingly a problem, especially for those in RSD who need continual updates for their work. Equally, it may well be that due to lack of resources publication will be limited to once yearly. This is not good news for RSD, or for future sales of Refworld.

Sources

107. ECRE country reports belong more logically in REFPOL rather than Country of Origin Information. Some sources are duplicated. For example, Global Consultations (on UNHCR and Legal), UN information (on UNHCR, Legal, UN). While it is understandable to put like items together, the policy is inconsistently applied: UNHCR Background Papers are not included on CD1, for example; ECRE sources are divided across Legal and Country. Legal Information does not include the *travaux* (which are on the UNHCR CD) or commentaries on the CSR51.

108. More value could be added with **finding** aids in the form of bibliographies and resource guides. These would also help to highlight the diversity of content available in Refworld and could identify gaps, which in turn can assist with collection development. Or, for Refworld on the website, hyper links to portals or sources would be helpful but require continual monitoring to ensure they are connected.

User Interface/Access Points

109. Documents tend to be organized by type, and then they are usually listed in reverse chronological order. For some sources, it would make more sense to order documents differently, by document number or series number. Overall, however, document order should be reviewed in the light of UN standards which could be undertaken in the course of a full content review.

110. Most sub-menus provide a description of what is included and date coverage. They also tend to have drop-down menus to allow users to drill down to a specific document, by type, date and/or country. Though subject menus are helpful, some do not appear to include all relevant resources. For example, the gender-related

persecution category in REFPOL did not include gender guidelines from the IRB and former INS.

111. Breadcrumbs are provided to facilitate navigation. Sub-menu pages are numbered, with previous and next links at the bottom of the page.

Searching

112. Currently, one can only search one disk at a time. However, a DVD version, or hard disk or web-based version based on Refworld CD would allow for searching all content simultaneously. (Note: When this takes place, PIS will need to address the issue of duplication).

Technical development

113. Below is a synopsis of Refworld's technical development up to September 2005.

- Nfolio, LAN based information retrieval system shipped with early version of Novell. DOS Based. Integrated search engine with compression algorithm. Required re-authoring to proprietary markup format. Distributed via private leased lines or diskettes. Approximately 20MB in size. 1991-1993
- FolioViews 2.1, LAN based information retrieval system, increased functionality over nfolio. DOS Based. Integrated search engine with compression algorithm. Required re-authoring to proprietary markup format. Distributed via diskettes and physical data transfers. Approximately 50MB in size. 1992-1994
- FolioViews 3.1, Desktop based information retrieval system. Integrated search engine with compression algorithm. Possibility to create windows installers and ship on a CD-ROM. Required re-authoring to proprietary markup format. Approximately 700MB in size. 1995-2000
- In parallel, various attempts were made to make the information available over the Internet with little sustained success.
- Verity CD-Web Publisher, Web-based information retrieval system. No compression, integrated search engine. Supports original document formats, no need to re-author. Distributed via CD-ROM 2003-present.
- Internet, in parallel with Verity CD-Web publisher. Though the website version is more up to date, it is not the same comprehensive dataset as found on the CD-ROM. This may be due to the fact that other parts of the information are distributed throughout the rest of the website and not replicated for a complete Refworld information collection on the Web.

Positioning and Segmentation

114. In order to meet the needs of its users, the design of an information product that is inherently sustainable should respond to the needs of its user groups. These needs exist in the form of information requirements, technical constraints, and resource limitations. In the interests of producing a product that truly meets user requirements, is sustainable and cost-effective, the product design which is an essential component of product positioning should take these realities into account.

115. The current Refworld product design is essentially similar in structure to the original product produced in 1994 though it is clear that the tool has seen modest enhancements in its structure and functionality, although scale and size have certainly been given the most attention. More importantly, due to the large volume of information it contains, Refworld suffers from several ease of use issues reported by users which are mentioned throughout the report and below under functionality .

116. Today, Refworld is still positioned to meet an early 90's target market. Users and technology have advanced significantly since that time, particularly with the advent of the internet as the primary vehicle for dissemination of information across all sectors. According to survey results and interviews, outstanding issues in regard to market positioning are those relating to the need for launch advice and assistance, more frequent updates (monthly), cross-platform searching, the need for multi-user ⁷¹ and MAC versions, and training.

117. These issues should be addressed before the next stage of development whether to DVD, portable hard-drive or a website version, with development and media spin-off potential, is undertaken.

Production Management

118. Resource usage: Physical

- A Thunderstone Taxis RDBMS document repository which is shared with other information products.
- A Thunderstone Taxis-based content management system developed and maintained in-house by two programmers/developers and shared with other information products.
- Shared servers and other network infrastructure for accessing, maintaining and backing up the repository

⁷¹ George Washington Law Library, Washington and the Law Library of Bigali University in Turkey are both ending their subscriptions to Refworld as they no longer support CDs.

Description	Cost
Network Server	USD2005-2673
CD duplicator	USD100.00
PC Workstation	USD690.00
	Total USD3463

- A mobile publishing tool called Verity CD/Web Publisher for delivering the entire contents of the Refworld collection to clients (currently published on 6 CD-ROMs with plans underway to publish one single DVD version)
- An outsourced CD production facility for replication of CDs, cases and Graphics.

119. Resource Usage: Human

Description	Cost
EPU Human Resources	32-36 man weeks per annum (spread among 2 P-2, 1 P-3, and 1 P-4 officer). Financial cost of between USD48,350-53,700 per annum.
PIS Human Resources	20.7 man weeks, Senior Information Officer 36.8 man weeks, Information Officer 27.6 man weeks, Associate Information Officer 80.5 man weeks, Consultants Total 165 man weeks per annum for a cost of approximately USD243,800 per annum
	Total USD297,500

Information

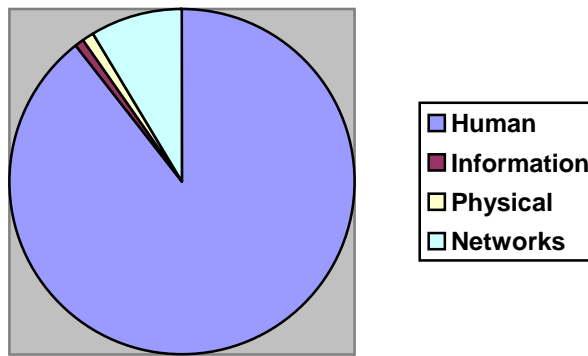
Description	Cost
Software	Verity CD publisher (GBP 1200)
	Total USD2160

Networks and Relationships

Description	Cost
CD Professional Duplication	For a biannual run, approximately USD29,000
	Total USD29,000

Resource Breakdown by Type.

Resource usage for the development of Refworld is illustrated in the chart to the right. Human resources figure prominently in the production process. The primary reason for the overwhelming human element is that data-processing consumes an ever-increasing proportion of staff time, both within PIS and EPU. In



addition to the opportunity cost associated with this data-processing burden, staff motivation and team cohesion are being jeopardized by allocating non-specialist staff to this specialized area. Outsourcing data-processing is a popular choice among many companies for many applications. This might be an area where UNHCR could benefit from economies and more importantly, effectively utilize its staff's individual and collective competencies.

Analysis of Resource Usage

120. CD and brochure duplication and production consume roughly the same resources as are realized from subscriptions. Subscription income covers the final production of the CDs. Development is not covered by income at this time.

Business Processes

121. All program and product development occurs within the EPU. EPU has responsibility for the technical management of the UNHCR website, the internal KIMS database (PIS had responsibility for content but though still part of its terms of reference DOS has taken up content development), and the Refworld CD-ROM. EPU is equipped with state-of-the-art network servers, backup systems and environmental control. The unit also has dedicated access to IT production systems at the UNICC via a high speed leased line. It would appear an ideal physical environment for the development of electronic information products. However, the UNHCR website is a priority for the EPU and most of its resources are targeted accordingly. To achieve its full potential, Refworld requires dedicated and expert technical support on a more or less fulltime basis.

Tools

122. EPU has access to some best in class technical tools. The Thunderstone suite, the graphics suites, system and network utilities leave no doubt that the necessary resources have been made available to the unit to ensure it has the capabilities to carry out its work to the maximum efficiency and effectiveness. At the same time there appears to be little or no use of OpenSource or GPL software.

Production processes

123. From the data provided by EPU, it would appear that the Refworld production process does not have any redundant or unnecessary processes. What is not clear is the level of control (PIS) has over production issues such as user interface and branding issues and general functionality. Both PIS and EPU management must be able to plan, execute and monitor available resources to ensure the end result of production matches the initial product design. There is a lack of PIS management control over production, which, although understandable in the context of the rule that content and technical are best separated, is nevertheless a critical flaw in the management of the production of Refworld. The two, content and technical development need to work hand in hand in order to ensure that the design and functionality clearly meet user requirements and are equally agreed and support by both production teams. This is not the case at this time.

124. EPU is steward of a wide array of information responsibilities and its flagship product is the website of UNHCR. Refworld's re-emergence as the tool of choice for RSD professionals requires full time attention to user needs and high quality technical production and support. In the current environment and with the current level of resources, it seems unlikely that EPU can give attention on such a level to the Refworld product. In addition, it is equally unlikely that PIS will be in a position to invest the sums that would be required to create that sort of capacity within EPU. Without a clear place and resource support for both PIS and EPU targeted to development as part of an organization-wide knowledge management system, technical production should be outsourced to the extent possible. Equally, a move towards OpenSource tools should be considered for production in any case. ECOI.net, for example, utilizes solely OpenSource products for its COI repository.

Quality Standards

125. EPU states that they are using several standards, including ISO 3166 for managing metadata. Quality standards do not necessarily need to be published or be based on internationally recognized standards albeit transparency in this regard makes for greater defensibility and accountability. What is required are standards to guide the internal production process and the selection and collection of data. For data being input by EPU staff, standards need to be in place for ensuring data and metadata integrity. PIS should ensure that these standards exist as far as content goes, but technical standards are within the purview of EPU. The two really need to get together on this issue.

Quality Control Procedures

126. What procedures are in place to ensure adopted standards can and are being applied? Procedures are critical as they are the documented application methodology of standards.

Technical Support Service

127. EPU is stated to be the technical resource for Refworld CD customers. How realistic is this in the light of the other tasks for which they are responsible? Are customers' needs satisfied by the level of service EPU is able to provide in this regard? The number of internal emails between PIS and EPU over months would clearly indicate that this is an area in search of a solution as neither unit is in a position to offer even remotely sufficient customer support. This is a particularly critical area when one considers that Refworld is on the market, and clients have expectations associated with its cost. Clearly, some definition of what the cost includes in terms of technical support requires immediate attention and consideration of outsourcing options.

Marketing: Communication and Distribution

128. The product message is being delivered via several channels. The primary outlet has been word of mouth and participation in conferences and seminars. Promotional materials such as brochures and sample CD-ROMs have also been used in targeted mailings.

129. The distribution channels for Refworld are several with no coherent plan or rationale. PIS is the primary channel. In addition, there is some activity at the field level, although it is neither controlled nor monitored. The United Nations publications office is also a distributor of the product.

130. A revised strategy using the Internet as the principal vehicle of dissemination will allow for a gradual scaling back of distribution activities which can be costly from the human resource perspective. As offline versions will probably continue to be required for a percentage of users, there will be the odd mailings but nothing similar to the current scale of distribution. This activity too could be outsourced.

131. Another arm of the same strategy would see Refworld marketed professionally via the services of a recognized publishing house. The two options may best be pursued together.

Financial Management

Revenue

132. Refworld subscription receipts were US\$52,482.63 at 19 August 2005 and US\$45,713.60 for the 2004 version. There are several accounts receivable still left on the books that would add an additional US\$5000 or so to the revenue figure 2004 figure, and this will probably be the case in 2005.

Costs

133. The financial impact of Refworld development and production for UNHCR is **(US\$332,123)**. Despite a fairly impressive subscription base, the human resource cost is heavy and development is not supported by income. This bottom-line impact could be reduced by outsourcing certain data-processing and dissemination tasks and re-allocating human resources to other core functions, especially information request support and country of origin reports. In addition, by more effectively meeting client needs and performing its advocacy and compliance function, Refworld could have an even greater impact in the form of government contributions, licensing of data and private donations.

Outsourcing

134. The combination of an internet-based strategy with targeted outsourcing of tasks could have an extremely positive impact on the quality of the product, its reach and effectiveness and elimination of substantial opportunity costs. Outsourcing the bulk of data processing tasks (includes downloading, reformatting, database input,) to offshore companies specializing in data processing is an avenue to explore.⁷² For example, professional data processing companies located in IT havens such as India charge in the neighborhood of US\$1000 per month for full time dedicated data processing staff. This translates into approximately 10 outsourced staff for each full time PIS staff. Data processing is not a core, substantive or sensitive function, yet it consumes many person weeks of professional and general service staff time. This is an issue not just for PIS but for the EPU as well in so far as they perform some data processing functions for PIS on certain data sources.

⁷² Keywording or meta tagging and data quality control, however, require specialists. The UNHCR library makes good use of catalogue specialists who are in training as librarians could be envisaged. Or, hire documentalists on a fee for service basis. Their work will have to be monitored and checked by PIS staff.

135. Other potential outsourced business tasks are website hosting, website and database development (in case EPU resources are not sufficient to meet the demand imposed by PIS requirements), solutions development for offline versions and helpdesk and technical support functions and, of course, dissemination.

136. Depending on the scale and breadth of requirements, website dedicated server hosting solutions can be purchased for between USD500-1000 per month from reputable service providers with large capacities. Website and database assistance and development and offline solutions deployment would amount to costs similar to data processing on a per head basis. With these procedures in place, PIS would have strategic management responsibility over the outsourced arrangement, while EPU would be responsible for overall technical management.

Functionality

137. Strong points

- Ease of use once application is running
- Very few bugs once tool is operational.

138. Weak points

- Search engine, particularly relevance ranking of documents is not as effective as industry leaders like Google
- No web updates
- No hard drive or custom installation option
- Feels more like a file manager with a search engine than a decision support tool
- Document results mimic internet search engine results, which may not be ideal for a legal practitioner. Professionals need access to the information they seek with a minimum of steps and anguish. Adding navigation by subject, document citation, titles, dates etc. would add tremendously to the value of a browse function.

Usability

139. Strong points

- Explorer-like interface is easy to navigate until document results are returned
- Menus are practical
- Clean look and feel

140. Weak points

- Constant swapping of CDs is irritating, and in some cases cause for not using the product altogether
- Servlet or web appliance used by Verity to power its engine is particularly ill-suited for multi-CD distributions as it requires one CD to shutdown before another one is opened. Otherwise the product behaves erratically.

- Logo and branding feels confused and cluttered
- Colour choices are strong, perhaps too strong but users were not asked to comment on colour.
- Libraries are not buying CDs as they are a 'dying medium with no archival standards.'⁷³

Compatibility

141. Strong points

- Seems to run reasonably well in Internet Explorer -- most current versions. There have been complaints with other browsers, Mozilla Firefox, for example.

142. Weak points

- Power users running web servers such as Apache, firewalls or proxy servers may experience port conflicts with this product
- Not compatible with older windows operating systems. These are most probably the exact users for whom a mobile offline solution is targeted due to lack of access to connectivity. It may be surprising for IT personnel, but many users in developing countries are still operating using Windows 95 and 98. There are some major companies who have only recently migrated from Windows 95 to XP.
- Not compatible with Unix and Mac. Again, as an offline solution, many users will be using their personal computers and Mac and Unix users should be included as part of the target group of offline users, resource issues notwithstanding.

Performance

143. Strong points

- The product does not perform well currently as a CD or DVD-based tool. However, when copied to a hard disk, performance is significantly improved.

144. Weak points

- Extremely slow from CD and DVD Beta. On some PCs, start-up time can take minutes. Older slower PCs in some remote locations might be considerably less performant.
- Hard drive installation (not recommended by Verity or EPU) seems to have a significantly positive impact on performance though, most likely due to index access time, however this remains unsupported and therefore not relevant for this evaluation.

⁷³ Interview, Washington, Head Librarian, Georgetown Law Library, 21/06/05.

- Relevance ranking appears to be not particularly intelligent as most users have come to expect high performance in this regard from Internet engines such as Google.

Gap Analysis

145. According to survey and interview findings, the target users of Refworld are UNHCR policy research and protection staff, implementing partners (these are the primary users of Refworld), governments, refugee asylum practitioners (are the secondary group of users) and academics (are the tertiary group). This user base is widespread, with 24% in the northern hemisphere, 20% in Africa, 14 % in Eastern Europe, 10% in Eastern Europe and 7% in East Asia and the Pacific, and requires information that is timely, easily accessible, relevant, accurate and sometimes portable.

- **Timely:** Twice yearly publications fail to meet the timeliness test. One issue a year (which is being mooted) will clearly not be supported by users with the result that sales would suffer as will use overall. A web-based strategy would remedy this shortcoming immediately.
- **Easily accessible:** The idiosyncratic nature of the Verity web-based tool, particularly vis-à-vis LAN installations, renders it an inappropriate choice as a vehicle for dissemination of Refworld. As stated previously, CD swapping is inconvenient and even, as for field locations, a source of vexation when CDs are lost or become unusable as a result of sand. For these reasons, Verity should be assessed against other brands, and OpenSource software.
- **Targeted:** Information retrieved from searches is often overwhelming to the end user. Huge amounts of material are returned for typical claims-based searches. It would be ideal to align the functionality of the product more closely to how users perform their functions, in this case, primarily RSD-related work. This could be done using the UNHCR Handbook, the newly published RSD procedures or both in combination with finding aids like portals and bibliographies as mentioned in the content analysis. In this regard, drop down thematic and country-specific menus could help greatly to situate the user easily in the repository.
- **Accurate:** Information accuracy is of paramount concern. While Refworld survey respondents have given it high marks for accuracy, there still appears to be reformatting and restructuring of some source material that can cause confusion. In addition, procedures for quality control are not sufficient due in the main to lack of resources. Quality control procedures should take into account re-authoring of source documents and version control.
- **Mobility:** The CD-ROM meets this requirement. However, a hard disk installation option would be recommended as mobile users are inconvenienced by swapping six CDs with inherent performance ramifications. In fact, the CD-ROM version should be phased out entirely for the following reasons: the six CDs are apparently at or over capacity and PIS has had to arbitrarily slash data from several disks for the latest version to fit.

Ostensibly, future versions will face similar difficulties unless additional CDs are added to the product, in which case user needs are further isolated. Moreover, CDs are a waning technology and legal libraries which could form a major client base do not support them.

Refworld Checklist: Identifying User Requirements

146. The following checklist identifies user requirements

Requirement	Exists	Needed
Internet based repository as primary delivery vehicle		✓
Multi-lingual capabilities (search and interface)		✓
Publish on DVD-ROM, Flash or any other offline media	✓	✓
Compression	✓	
Viewing and Indexing of Multiple Formats	✓	✓
Web Interface for ease of use	✓	✓
Cross Platform		✓*
Basic word, boolean, phrase, field, proximity and concept search	✓	✓
Relevance ranking	✓	✓
Hit highlighting	✓	✓
Spell checking, linguistic and thesaurus expansion		✓
Relevance ranking by field		✓
Internet update function for offline users		✓
Automated navigation based on field content		✓
Rights Management or User Authentication		✓
User profiles/personalisation		✓
Email notification		✓
Report generators		✓
Online updates		urgent

* Will exist by default with Internet-based strategy

Recommendation: The checklist requirements above in the 'needed' category are central to the sustainability of Refworld and client's expressed needs.

VIII. Future Considerations for PIS

147. This evaluation report is being finalized in the week of the 56th session of the Executive Committee of UNHCR. During an early meeting this week, the Executive Director of the Immigration and Refugee Board (IRB) of Canada, Jean Guy Fleury, observed that the three central pillars underpinning the IRB were: research and country of origin information, procedures and human resources development. A lesson is evident in this assertion.

148. Managing information to provide a base of support for historical, legal and policy research out of which country of origin reports flow requires expertise and specialist knowledge. To build a firm information support for RSD and capacity-building with states engaged in asylum requires networks and linkages with institutions of all sorts: academic, judicial, governmental, non-governmental and civil. To make the information support work for the organization requires unobstructed information flows, standardization of information, access to information and knowledge and human resources development as the key elements in the creation of an effective organisational knowledge management strategy. Finally, to ensure sustainability requires support at the highest levels of the organisation. In real terms this means that the above principles of knowledge, access, networking, transparency and accountability are recognized bench marks for the establishment of information strategies to support informed decision-making. It is within this context, that the following recommendation and options situate PIS and consider its future direction.

Over-arching Findings

149. As a knowledge asset within the Department of International Protection, PIS is part of a larger organisational challenge presented by the lack of a knowledge management system. The Joint Inspection Unit Report has observed that this lack has led to organisational 'compartmentalization and self-centred approaches' for which there is no oversight or general direction. The evaluation found that these identified challenges have had an impact on PIS in its development of Refworld and KIMS. Most importantly they form the context in which PIS operates generally and are therefore central to the evaluation findings and recommendations related to PIS and its information product Refworld.

150. PIS has from the start lacked clearly defined objectives and resources. At the same time it has successfully developed and maintained a key information source which is viewed by the majority of its users as either their preferred source or comparable to it, one that functions well, influences their decision-making, is priced right, is shared with others (multiplier effect)⁷⁴ and whose disappearance

⁷⁴ The multiplier effect is a positive value-added for Refworld. An accepted method used by the media to assess multiplier effect impact is to multiply by 4 times the individual client. This is based on views as to the average number of people who receive information in regular communication on similar issues with the Refworld client in this case. Thus with 1200 subscribers, the multiplier effect

would have a negative impact on their work.⁷⁵ It has further played a role, albeit not yet a fully developed one, in standard-setting in the use of country of origin information.

Recommendations

Three options

PIS should be immediately re-resourced in the light of the above findings and recommendations on its institutional role and on the future sustainability of Refworld. Ideally, a future structure and staffing should reflect requirements that flow from DIP and user needs and the placement of PIS within an organization-wide knowledge management system. As this latter is not yet developed, the evaluation recommends that it is nonetheless considered as an over-arching framework for the consideration of the following three options⁷⁶ for the structure and staffing of a future PIS.

Option 1 Status quo

151. This option is based on minimal changes to PIS structure and staffing. To begin to meet the challenges recommended above, however, PIS will require immediately the addition of competencies in the areas of content/collection development, information requests on COI and technical development:, namely, two COI researchers, a documentalist, and an administrator with technical support for database development (Refworld, KIMS and Refquest). In addition, there would be a need for outsourcing of functions associated with updating Refworld and website server hosting arrangements. In addition, partnerships with other organisations like Raoul Wallenberg and ECOI.net are also envisaged as part of this option.

Strength

152. The strength of Option 1 is that it is based on no structural change, a few added competencies and some outsourcing. Since there is little chance of new posts in HQs, the evaluation recommends that PIS is staffed to fill its existing complement, and that researchers for COI could come from an already proposed merger of PIS with RSD within the Division of International Protection. This

without considering sharing with others where Refworld is uploaded onto a LAN, is on average 4800 external users.

⁷⁵ Governments and refugee law practitioners see a definite 'value-added' in the fact that though Refworld contains documents found elsewhere, the thing that makes them special is that UNHCR selects them. In addition, governments are now requiring that UNHCR positions or authorized country of origin papers are cited in background documents accompanying claims to refugee status.

⁷⁶ This and other options of a stepped approach to an optimal organisational and staffing structure are based on the premise that PIS will offer a range of COI services (as recommended) to UNHCR staff and other major stakeholders and will have the backing of DIP and senior management to do so. It is further based on the understanding that all recommended out-sourcing of tasks are undertaken.

option should, however, be seen as the first step in a process that leads either to Option 2 or 3. On its own, it has the potential in a short time to require both structural and resource re-alignment. More importantly, it cannot alone address the advancements PIS requires to be fully effective.

Option 2 Internal research support

153. This option is based on PIS as central to the provision of COI services as well as a full range of legal and policy research support. This option is based on the view that research, repository and the management of a website and website development (which are outsourced along with data processing, solutions development for offline versions, helpdesk and dissemination) should be consolidated in-house. The additional competencies to support this option include: research analysis, library system, database development competencies and web-site management and publishing.

154. This option recommends the consolidation of PIS and RSD together with resources from the UNHCR library and outsourced website and database development support, to form a comprehensive research support entity within UNHCR. The rationale for such a grouping is based on a fully developed PIS which should form a considerable knowledge asset for HCR. This asset could best serve the organization as a central pillar in the current restructuring which will lead to the establishment of a policy development unit⁷⁷ to support organization-wide policy development. This option still envisages considerable outsourcing and partnerships, one of which is already underway with the Raoul Wallenberg Institute involving some potential for secondments, research and publication support and with ECOI.net to provide content for COI in Refworld with PIS resources redirected to policy research support, managing the production of COI and position papers and web publishing of Refworld and KIMS. For this option to work consideration should be given for a VAR project which would permit PIS to outsource as required and approved. This option also requires questions to the implicated departments as to the value-added of consolidation within, of course, a larger organisational knowledge management strategy.

Strengths

155. The strengths of this option are that it consolidates research, information holdings and development within UNHCR while making efficient use of outsourcing to ensure minimal growth and cost savings. Further this recommendation envisages the combining of existing knowledge assets for the purpose of research support for DIP, the newly proposed policy development unit and the organisation in general. Space for an expanded research support unit within UNHCR is, however, at a minimum. Moreover, internal restructuring

⁷⁷ In July 2005, the SMC called for the 'establishment [of] a permanent think tank – a policy development unit' which would consolidate some resources from DIP and those of EPAU.

across departments has not, within the ambit of this evaluation, been discussed with the departments in question.

Option 3 Outsourcing

156. This option recommends full outsourcing of PIS in line with a proposal from l'Institut Universitaire de hautes études internationales (IUHEI), which outlines plans for the creation of the Centre for Documentation and Research to be based at IUHEI. IUHEI has proposed the creation of a centre of excellence (already supported by the Canton of Geneva) that would bring together existing external documentation projects and information entities on refugees with academics and academic institutions worldwide. This initiative is further linked to a proposal from EPAU, August 2005, for the creation of a Foundation for the International Centre for Refugee Documentation and Research (ICRDR) to be co-founded by the High Commissioner and the President of IUHEI and to be self-funding over time. This option recommends that the staffing competencies and outsourcing for PIS outlined in Option 2 hold for Option 3.

Strengths

157. The strengths of this option are that it diminishes costs in the long-term and establishes immediately linkages with academic institutions within the ambit of the reputability certain to accrue to the IUHEI centre of excellence. Additionally, it offers an outsourced, permanent, research support capacity for the organization at a time when scattered information entities, space and 'zero growth' policies are minimizing capacity. Partnerships with ECOI.net and Raoul Wallenberg can equally be envisaged within the context of this option.

ANNEX 1

United Nations High Commissioner for Refugees
Evaluation Policy and Analysis Unit

Terms of Reference

Evaluation of the Department of International Protection's Protection Information Section (PIS)

1. Background

With the disbanding of the Centre for Documentation and Research (CDR) in 2000, and despite the fact that several of its functions were redeployed within the organization, concerns were raised regarding functions relating to UNHCR's mandated responsibilities, namely, legal database development and the production of country of origin information and background papers. In response, the Department of International Protection was designated to create a Protection Information Section (PIS). The purpose of PIS was to backstop UNHCR's protection role by undertaking the provision of timely and reliable country of origin analysis and legal reference information/materials to assist policy formulation and decisions relating to refugee status determination. The primary tool and focus for the dissemination of such information was to be Refworld, the CD-Rom containing information on UNHCR as an organization, legal, national legislation, and countries of origin, Refworld, created in the mid-nineties in the former CDR, had been discontinued in 2000. The first challenge facing the new PIS was to update the content and re-issue it. Though a user survey of Refworld has been undertaken in 2003, a comprehensive evaluation has not. Moreover, the last evaluation of UNHCR's protection information function was undertaken in respect of the Centre for Documentation and Refugees in 1993.

In the light of this background, and concerns regarding the continuing usefulness of the Refworld CD-Rom, there is a clearly indicated need at this time for an evaluation of PIS, and its major information product Refworld on website and CD-Rom.

2. Purpose of the Evaluation

The purpose of the evaluation will be to review PIS outputs, products and management, with special emphasis on its main product Refworld, with a view to assessing Refworld's relevance, efficiency, effectiveness, value-added, impact and sustainability.

2.1 Major Evaluation Question

What are the key components of an effective protection information system?

3. Areas of assessment

The evaluation will review all PIS outputs, products and services as they have developed over 3 years. Emphasis will be given to PIS' current and major products and organization. As the perception of clients is key to assessing the effectiveness of PIS' performance as a whole, and on production of its main information product, Refworld in particular, the evaluation will seek to obtain a broad spectrum of user opinions and comments, including UNHCR staff and senior management, donors, other UN agencies, governments, NGOs, judges and academics. At the same time, while the evaluation might not so easily measure

the impact of PIS, the impact as perceived by its clients should be gathered and factored into the evaluation report.

3.1 Purpose and Objectives

Has PIS been able to fulfill its purpose and objectives. Is the purpose still relevant and, if not, what should it be and how achieved?

3.2 Institutional role

What is the institutional role of PIS? What is PIS' contribution to UNHCR? How far is PIS mainstreamed in other UNHCR-wide programmes? Does PIS bring value-added to the mandate and mission of UNHCR? How is PIS used or not by other departments and sections within UNHCR? How effective has PS been at institutional networking with other partners in the UN system (WFP, UNIEF, UNDP, UNOCHA) and NGOs, judiciary and academics? How are PIS' relations with other HQs units to which certain former CDR functions were deployed, namely, the library, archives, EPU and ESS? What should be the institutional role of PIS?

3.3 Staffing and Management

Is PIS adequately staffed, funded and managed? With its current staffing arrangements, is PIS capable of meeting its planning and delivery objectives? Is it capable of sustainable, future development (refer to sustainability at para 8).

3.4 PIS users

Who are the main users of PIS products, with what frequency and for what reasons do they access PIS products and services? Who should be the target audience for UNHCR protection-related information? Where do the main users of PIS products place Refworld in the list of their most used information products? In what ways is Refworld distinct or different than other sources of information? Where would one go for similar information in the absence of Refworld? What are the weaknesses of Refworld?

3.5 PIS products

How well does Refworld meet user needs, including communities of practice, in terms of its content, means of delivery, frequency, language coverage and cost? What has been the impact of PIS' Refworld on its clients? Where does Refworld rank against other related information sources? What is the value-added of current products? Does Refworld continue to fill a relevant niche in the information field? To what extent does it overlap with other information providers and products?

3.6 Technology platform

How relevant is Refworld in the light of developments in communications technology and the internet? Are there other viable and sustainable options for dissemination of Refworld content? Should production be managed separate from content?

3.7 Cost effectiveness

Is Refworld providing value for money? Are the costs of running PIS to produce Refworld in line with the outputs and impact? Should users pay, or should Refworld be free? Are current marketing, distribution, payments and accounting systems supporting optimal income generation?

3.8 Sustainability

Is PIS able to secure income sufficient to meet its needs and to support needed growth? What is the potential for PIS to reduce reliance on donor funding? What other options for funding could be drawn on?

3.9 Future

Is there scope for PIS to be further expanded, or alternatively merged with another information service? What are the options for PIS outside of DIP, and even UNHCR?

4. Method

The evaluator will assess the above key areas through:

- Interviews with current and former CDR and Refworld staff, and those from relevant inter-institutional units and departments.
- Interviews with UNHCR (HQs and field) staff
- Interviews with external stakeholders and clients other UN, NGOs, governments, academics and media
- Review all internal systems and documentation
- Assess internal organization and management

5. Outputs

An initial feedback meeting, 19 August, will be held by the Evaluator with an Evaluation Committee led by EPAU before the Evaluator embarks on field visits. The full findings of the evaluation will be presented in a written report to include:

- Full findings on all areas of assessment above and, in addition, special emphasis on PIS's accomplishments in relation to its planning.
- Findings on PIS's client satisfaction, impact and influence. Recommendations on how to increase impact.
- Findings and recommendations on internal organization and management structures including staffing and resources.
- Findings and recommendations on institutional role.
- Findings and recommendations on content and platform for dissemination.
- Suggestions on ways to overcome constraints faced by PIS: recruitment, resources, content, and sustainability of its major product, Refworld.

6. Evaluator Profile

The successful candidate will possess demonstrated knowledge and experience in two areas:

6.1 Experience in information management systems at the international level with sound grounding in methods, information dissemination, library systems, COI, legal databases and their evaluation, and

6.2 Experience in evaluating organizational and management structures.

7. Schedule

The evaluation will commence end May 2005, with a first draft due 16 September 2005. Findings of the first draft will be shared for comments. The final draft is due 10 October 2005. The schedule* appears below.

Proposed revised schedule - 30 May -30 October 2005

Activity	Dates	Day	Outputs
Phase 1 Literature Review	30 May-1 June	3	All relevant documentation and policies reviewed
Develop Interview Qu'naire	2-6 June	3	A questionnaire that provides a standard basis for interviews
Focus Group Development	7-9 June	2	Focus Group Design
Focus Group PIS	10 June	1	Focus Group
Management and structure analysis	13-23 June	9	Analysis of planning, development, marketing, distribution and promotion of PIS's information products and publishing
Interviews	12-20 July	7	HQs PISstaff (indiv. interviews), UNHCR, other UN, NGOs incl. info. specialists from, eg., Forced Migration, ReliefWeb, Accord, ECOINet, and IRIN. By tel. or interview incl.: Paris, London, Turkey, according to PIS' distribution list
Mid-eval. Findings	19 August	1	

Phase 2 Field Missions	Travel Days	Days	Outputs
Washington	12 June Geneva- Washington 15 June, Washington- Ottawa	2 13-14 June	BO, State Department, Homeland Security, NGOs, academics(Feinstein and Georgetown Law), ICG, and International Institute for Migration Policy and Human Rights Watch
Ottawa	15 June Washington-	2	BO, IRB, Canadian Refugee Council, DFAIT, CIS, OCISO,

	Ottawa 19 June Ottawa- Geneva	16-17 June	Academics and media
Ankara	21 June, Geneva- Ankara 25 June Ankara- Geneva	2 23-24 June	Interviews BO, and relevant Gov't, NGO partners.
Nairobi	27 June, Geneva- Nairobi 1 July Nairobi- Geneva	4 27-30 June	Interviews BO, Gov't, NGOs, UN, media and IRIN

Phase 3	Dates	No of days
Drafting Evaluation		
Draft for comments	16 Sept	10
Findings and Recommendations Presentation	30 Sept	1
Final Report	10 Oct	8
Total		56

8. Reporting Requirements

A succinct report that includes a short executive summary of up to 2,000 words and a main text of no more than 15,000 words. Annexes should include a list of all persons interviewed, a bibliography, a description of the method used and purpose of the evaluation, and a summary of survey results.

9. Payments

The Evaluator will receive a regular payment at the end of each calendar month amounting to 20% of the total fee. The last payment will only be paid upon satisfactory completion of the contract and submission of travel claims (according to UNHCR consultancy contract regulations).

17 May 2005, EPAU

ANNEX 2

Method and Framework for Analysis

The proposed methodology for the PIS evaluation is an iterative one over 56 days and three phases with findings drawn from interviews with UNHCR managers, staff, key donors, UN sister organizations, major international NGOs, and others who are identified as users of Refworld or for other relevant reasons. A focus group is another method that will be used to capture information and recommendations from participants, the key concept of which is explained further below in Phase II.

Proposed Evaluation Phases

Phase I	Features a literature review, drafting interview questions, and the design of a focus group. It is recommended that Phase 1 start with an initial briefing meeting with relevant staff in EPAU and PIS. Phase 1 ends with a briefing on findings from local and internal interviews.
Phase II	Concentrates on interviews and field visits in respect of Refworld content and user satisfaction, and a performance analysis of Refworld to focus on marketing, delivery, promotion and structure. A risk analysis is an optional part of this phase. To cap interviews with PIS staff and others on organization and institutional issues, a focus group session will be held with staff and relevant others which will provisionally focus on the question: What are the key components of an effective PIS? ⁷⁸
Phase III	Features drafting a report, the first draft of which is due 14 April 2005 with a revised final draft due 15 May 2005. The team will be prepared to meet with the Evaluation Committee in relation to first draft findings.

4.1 Criteria and Indicators

The evaluation will review PIS products as they have developed since 2001. Emphasis will be placed on assessing the value-added and sustainability of Refworld. As the perception of clients is key to assessing the effectiveness of PIS as a whole, and on production of its main information products in particular, the

⁷⁸ A definition of effective in this context will be drawn from and based on observations by participants of the focus group.

evaluation will seek to obtain a broad spectrum of user opinions and comments. At the same time, while the evaluation might not so easily measure the impact of PIS, the impact as perceived by its clients should be gathered and factored into the evaluation report.

- Impact

The criteria recommended for assessing impact are drawn from Creech and Willard's work, *Strategic Intentions* focusing on knowledge networks⁷⁹, and DAC principles for evaluation of development assistance⁸⁰ programmes (relevance, effectiveness, efficiency, and sustainability). These criteria, among others that may be added following discussions with EPAU, will be applied to three areas: products; institutional role and sustainability.

- Products

In assessing PIS' performance in producing high quality products, user satisfaction is a major indicator. Another is the extent to which PIS has met its initial and annual objectives. At the same time, user perceptions of Refworld's usefulness, timeliness, reliability and influence on their decision-making as key stakeholders will be assessed.

- Institutional Role

In reviewing PIS's institutional role, one indicator is the extent to which PIS has been able to transfer learning and demonstrably educate strategic institutional audiences in protection law and practice. Another indicator will be the extent to which PIS sustains relationships with key institutional decision-makers, and makes new ones relevant to its promotion of refugee protection through its products.

- Sustainability

In assessing sustainability, major indicators will be how far PIS's performance in marketing, delivery, promotion and structure of Refworld is relevant, cost effective, efficient and competitive. Another indicator will be how effectively PIS manages its core functions (funding, staff, recruitment and information systems). In this latter regard, it will be important to know how PIS sees itself developing in the future.

⁷⁹ H. Creech and T. Willard, *Strategic Intentions: Managing knowledge networks for sustainable development*, International Institute for Sustainable Development (IISD), <http://www.iisd.org/pdf/2001>.

⁸⁰ The Development Assistance Committee (DAC), *Guidance for Evaluating Humanitarian Assistance in Complex Emergencies*, OECD at <http://www.oecd.org/dac/evaluation>.

- **Triangulation**

In the interests of comparison and triangulation, interviews with those in an area where Refworld is not likely to be regularly used would be beneficial for a more representative sampling. In line with this view, travel to Dakar (see schedule below) will help to assess usage and relevance of Refworld in a region where language and connectivity problems may limit use.

- **Overall Objective**

Overall, the evaluation will seek to address the extent to which PIS meets its identified purpose and objectives, engages in strategic planning and donor relations, is recognized by key actors as relevant to their work and decision-making, is acknowledged as adding value as a source of knowledge on protection information, and is sustainable.

ANNEX 3 Interview List

UNHCR Headquarters

Erica Feller	Director, DIP
Udo Janz	Bureau for Europe
Phillipe Hug	Executive Office, Convention Plus Unit
Paul Stromberg	Executive Office
Ninette Kelley	Executive Office, Convention Plus Unit
Susin Park	Bureau for Europe
Raymond Hall	Director, DHRM
Eva Dumant	DIP
Kamel Morjane	Past DHC
Renata Dubini	DIP
Jan Hoiseatter	DIP
Tim Saynor	DIP
Oldrich Andrysek	DIP
Jerome Sabety	DIP
Catherine Huck	Bureau for Asia
Peter Janssen	Bureau for Asia
Bela Hovey	DOS
Carolina Lindholm	DIP
Lisa Gregorian	DIP/PIS Gov't of Georgia Trainee
Anne Willem Bijleveld	Director, DER
Magda Ghali	DIP
Bryan Deschamps	Executive Office
Serge Male	DOS
Vincent Cochetel	Deputy Director, DIP
Jawad Osmani	DER
Ron Redman	DER
Christian Oxnebull	DOS
Mignon Van der Liet	DIP
Mbaidjol Ngonlardje	Deputy Director, DIP
Grainne O'Hara	DIP
Rick Stainsby	DIP
Wei-Ming Lim-Kabaa	DIP
Clare Goldie	ITTS
Bo Schack	Bureau for Europe
Genevieve Bador	DER
Lee McDonald	DER
Karl Steinacker	DOS
Jim Mayer	ITTS
John Serratto	ITTS
John Young	Senior Protection Officer in Belgrade by telephone

NGOs

Ed Scheckenberg International Consortium of Voluntary Agencies (ICVA)
Hans Lederer ACCORD/ECOI.net Vienna

Governments

Lisa Crowley Government of Ireland, Refugee Appeals
Nick Swift Government of UK, Senior Executive Officer, COI
Service, Home Office

Academic

Danny Warner Deputy Director, IUHEI Geneva

UNHCR Field Offices

Ottawa

Jahanshad Assadi Representative, UNHCR Ottawa
Buti Kale Senior Protection Officer
Rana Khan Toronto
Denise Otis Montreal
Rita Hamel Montreal
Christina Harrison Ottawa
Joan Whitaker-Dixon Ottawa
Gisele Nyembwe Ottawa

Government

Line Chandonnet IRB/Immigration Division Member
Luc Bouchard IRB/Research and Information Branch
Jean-Louis Laberge, Policy Advisor, Policy Development and Int'l Protection,
Citizenship and Immigration Canada (CIC)
Larry Baillargeion Special Projects, CIC
Lisa Roach Policy and Programme Advisor, CIC
Leah Focese Policy and Programme Advisor, CIC

NGOs

Janet Dench Executive Director, Canadian Council for Refugees

Academic

Adnan Turagen Associate Director, Research Resource Division for
Refugees, Carleton University.

Washington

Eduardo Arboleda Jane Kochman Focus Group	Deputy Representative Protection Officer All ROW Protection Staff (10 persons)
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Government

Sarah Meselsen	Acting Director, Refugee Information Centre, Department of Homeland Security
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NGOs

Daryl Grisgraber, Candace Hunt	Amnesty International Human Rights First
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Private Sector

Ted Okada	Groove Dynamic Systems
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Librarians

Marilyn Raich	Head Librarian, International and Foreign Law Georgetown Law Library
Elisa Mason	Librarian Tufts Law Library

Research Institutes

Kathleen Newland	Institute for Migration Policy
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Nairobi

Rosella Pagilucci	Deputy Director, Protection Public Information
Emmanuel Nyabera	Regional Office for Somalia
Simone Wolkien	Eligibility Officer
Sukru Cansizoglu	Eligibility Officer
Iris Blom	Eligibility Officer
Bediako Buaheno	Senior Resettlement Officer
Daniella Chicella	Senior Resettlement Officer
Peter Stockholder	RS Consultant
Jacquie Keegan	RS Consultant
Millie Morton	RS Consultant
Rhandir Wanigasikara	EDP Technician
Abraham Agina	EDP Database Manager
Peter Waita	Head, Resettlement Unit
Sean Henderson	

NGOs

Judy Wakahui	Refugee Consortium of Kenya
Dave Johnson	Joint Voluntary Agencies

Governments

Peter Kusimba	Under-Secretary, National Refugee Secretariat, Government Ministry of Refugees and Registration of Persons
Jane Oyaro	Dept of Immigration, Government of Kenya
Brian Beaupre	Director, Immigration, Private Sponsorship and Resettlement Programme, Embassy of Canada
Nicole Gareau	Immigration Officer, Embassy of Canada
Audrey Osmanski	Refugee Specialist, Embassy of USA

Turkey

Gesche Karrenbrock	Representative
Roland Schilling	Deputy Representative
Wojciech Trojan	Head, Asylum Transition Project
Eduardo Yrzebal	Head, Protection Unit
Caroline Ennis	Head, Eligibility Unit
Bulent Peker	COI Researcher and Head Documentation Centre
Lami Bertan Tokuzlu	Lecturer and Coordinator of the Legal Clinic, Istanbul Bigli University
Isil Tokan	Asylum Transition Project
Focus Group	10 Eligibility Officers

NGOs

Amy Slotek	Helsinki Citizen's Assembly, Refugee Legal Clinic
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Government

Khadir Ay	Ministry of the Interior Asylum Department
Mustafa Ozturk	
Murat Yasul	
Murat Dogan	
Ismail Cenk Demirkol	

ANNEX 4

Evaluation of UNHCR's Protection Information Section (PIS)

User Survey

This user survey is part of an evaluation of UNHCR's Protection Information Section. It is being conducted by an independent consultant. As a user of RefWorld CD-ROM or Refworld on UNHCR's website and/or someone who is more generally a user of protection information, we value your willingness to take a few moments to fill out the survey below.

All responses will remain confidential. Please note that this survey is distinct from a user survey conducted by PIS earlier in 2005. The closing date for survey submissions is 1 September 2005. Upon completion, please send the form as a Word attachment to HQEP00@unhcr.org

Please place a tick in each box beside the appropriate response (if you are online, highlight the box you wish to tick and type "X".)

PART 1 Your Information Preferences

1. Which category best describes your employment, occupation, profession or activity?

- | | |
|--|---|
| <input type="checkbox"/> United Nations Organisation or Affiliate | <input type="checkbox"/> Multi-lateral Organisation |
| <input type="checkbox"/> National Immigration Service | <input type="checkbox"/> Government Agency |
| <input type="checkbox"/> Legislative Institution | <input type="checkbox"/> National Judiciary Institution |
| <input type="checkbox"/> International Non-governmental Organisation | <input type="checkbox"/> Media Organisation |
| <input type="checkbox"/> National Non-governmental Organisation | <input type="checkbox"/> Private Legal Practice |
| <input type="checkbox"/> Other, <i>please specify below:</i> | <input type="checkbox"/> Academic Institution |

2. Please specify your job title and the nature of your work.

3. Please specify the region where your work is based.

- | | |
|---|--|
| <input type="checkbox"/> Western Europe | <input type="checkbox"/> Southern Africa |
| <input type="checkbox"/> Central Europe and Baltic States | <input type="checkbox"/> East and Horn of Africa |
| <input type="checkbox"/> Eastern Europe | <input type="checkbox"/> West and Central Africa |
| <input type="checkbox"/> Middle East | <input type="checkbox"/> North Africa |

- North America and the Caribbean
- Central America and Mexico
- South America

- South Asia
- Central Asia
- East Asia and Pacific

4. What types of information do you most often use for your work? Select all that apply:

- | | |
|---|--|
| <ul style="list-style-type: none"> <input type="checkbox"/> Case law <input type="checkbox"/> Legislation <input type="checkbox"/> Country of origin information <input type="checkbox"/> Human rights reports <input type="checkbox"/> Other, please specify below: | <ul style="list-style-type: none"> <input type="checkbox"/> Asylum statistics <input type="checkbox"/> Asylum decisions <input type="checkbox"/> Field reports <input type="checkbox"/> Policy analysis <input type="checkbox"/> Refugee/migration research |
|---|--|

5. For what purpose(s) do you use information for protection? Select all relevant responses:

- Background on countries of origin of asylum claimants
- Research about UNHCR, its mandate and activities
- Following developments in the legal information area
- Consulting UN documents, maps and statistics
- Keeping up-to-date on certain countries*

*specify which countries below:

Other, please specify below:

6. Please rate your top 3 of the following sources:

- | | |
|---|---|
| <input type="checkbox"/> US State Department Country Reports on Human Rights Practices | |
| <input type="checkbox"/> U.S. Department of Homeland Security, Citizenship and Immigration Services | |
| <input type="checkbox"/> Immigration and Refugee Board of Canada Country of Origin Research | |
| <input type="checkbox"/> UK Home Office Immigration and Nationality Directorate | |
| <input type="checkbox"/> IRIN Integrated Regional Information Network | |
| <input type="checkbox"/> University of Minnesota Human Rights Library | <input type="checkbox"/> Freedom House |
| <input type="checkbox"/> Amnesty International | <input type="checkbox"/> Human Rights Watch |
| <input type="checkbox"/> Writenet Country Reports | <input type="checkbox"/> Global IDP Project |
| <input type="checkbox"/> International Crisis Group | <input type="checkbox"/> FBIS Daily Reports |
| <input type="checkbox"/> Refworld | <input type="checkbox"/> AlertNet |
| <input type="checkbox"/> ReliefWeb | <input type="checkbox"/> ECOI.Net |
| <input type="checkbox"/> Other, please specify below: | <input type="checkbox"/> ECRE |

7. How often do you consult your first choice of information source?

- Daily Month Weekly 2-3 times a Month Once a Month Less that Once a

8. How do you access your top-rated information sources?

- Internet Refworld CD-ROM
 Intranet Refworld on UNHCR website
 Other, please specify below:

9. In your experience and in relation to the work you do, are there gaps in existing sources of protection information?

- Major gaps* Moderate gaps* Minor gaps* No gaps

**Please specify:*

10. How do you rate UNHCR information sources over your preferred sources of information?

- Much better* Better* Same Worse* Much worse*

**Please explain in what ways:*

11. In what areas could UNHCR improve its protection information and services?

- More country reports Training
 More thematic or case specific reports More evaluation reports
 Stakeholder consultations on content More legal opinions
 Stakeholder consultations on technical aspects More Refworld updates
 A Refworld user manual
 Other, please specify below:

12. Are you a current user of Refworld CD-ROM?

- Yes *If YES, please proceed now to Part 2. If NO, please answer next question.*

No

13. If you do not use Refworld CD-ROM, why not?

- | | |
|---|---|
| <input type="checkbox"/> Too busy | <input type="checkbox"/> Installation difficulties |
| <input type="checkbox"/> Content not relevant to my work | <input type="checkbox"/> Prefer other information sources |
| <input type="checkbox"/> Prefer Refworld on the UNHCR website | <input type="checkbox"/> Cost |
| <input type="checkbox"/> Other, <i>please specify:</i> | |

IMPORTANT

If do not use Refworld CD-ROM or website version STOP HERE and submit the form. Please send as a Word attachment to HQEP00@unhcr.org

If you use Refworld **only** on the UNHCR website proceed now to Part 3.

If you use **both** Refworld CD-ROM and Refworld on the website, please complete parts 2 and 3 and reply to the following question:

For what reasons do you use **both** Refworld CD-ROM and website version?

- | | |
|--|---|
| <input type="checkbox"/> Access to Reflink | <input type="checkbox"/> Easier to find information |
| <input type="checkbox"/> Access to internet | <input type="checkbox"/> UN documents |
| <input type="checkbox"/> Other, <i>please specify:</i> | |

PART 2 Refworld CD-ROM

14. On average, how often do you use Refworld CD-ROM?

- | | | | | |
|--------------------------|--------------------------|--------------------------|--------------------------|---------------------------|
| Daily
Month | Weekly | 2-3 times a Month | Once a Month | Less that Once a
Month |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

15. Have you had training on Refworld CD-ROM?

- No
 Yes *please specify when, where and provider below:*

16. How would you describe finding the information you need in Refworld CD-ROM?

- Very easy Somewhat easy Somewhat difficult Very difficult

17. On average, how long does it take you to find information on Refworld CD-ROM?

- 2 minutes or less 3-5 minutes 6-10 minutes More than 10 minutes

18. Please indicate those areas of Refworld CD-ROM you use most:

- UNHCR information Legal Information
 UN Treaty Bodies, Maps and Statistics United Nations Documents
 Country information (Gov't & UNHCR sources)

19. Are there alternative sources of information that could replace Refworld CD-ROM?

No

Yes *please specify:*

20. To what extent is Refworld CD-ROM comparable to other sources both print and online?

- Much better* Better* Same Worse* Much worse*

**Please explain in what ways:*

21. To what extent does the content of the Refworld CD-ROM influence your decision-making?

- Significantly* Moderately* Rarely No influence

**Please give example(s):*

--

22. Please specify preferred language:

--

If your preferred language is **not** English, to what extent would your use of Refworld CD-ROM increase if it were offered in your preferred language?

Very much Moderately Not much Not at all

23. How well does Refworld CD-ROM perform in the following areas:

<u>Frequency of publication:</u>	Too frequent <input type="checkbox"/>	Just right <input type="checkbox"/>	Not frequent enough <input type="checkbox"/>
----------------------------------	--	--	---

<u>Cost:</u>	Too high <input type="checkbox"/>	Just right <input type="checkbox"/>	Too low <input type="checkbox"/>
--------------	--------------------------------------	--	-------------------------------------

<u>Searchability:</u>	Very easy <input type="checkbox"/>	Somewhat easy <input type="checkbox"/>	Somewhat difficult <input type="checkbox"/>	Very difficult <input type="checkbox"/>
-----------------------	---------------------------------------	---	--	--

<u>Installation:</u>	Very easy <input type="checkbox"/>	Somewhat easy <input type="checkbox"/>	Somewhat difficult <input type="checkbox"/>	Very difficult <input type="checkbox"/>
----------------------	---------------------------------------	---	--	--

24. To what extent is Refworld CD-ROM relevant to the work you do?

Very relevant Moderately relevant Limited relevance No relevance

25. How does Refworld-CD-ROM content rate in the following areas:

<u>Accuracy:</u>	Excellent <input type="checkbox"/>	Very good <input type="checkbox"/>	Average <input type="checkbox"/>	Below average <input type="checkbox"/>	Poor <input type="checkbox"/>
------------------	---------------------------------------	---------------------------------------	-------------------------------------	---	----------------------------------

Timeliness:

Excellent

Very good

Average

Below average

Poor

Depth and Breadth of Content:

Excellent

Very good

Average

Below average

Poor

26. How do you rate your overall satisfaction with the Refworld CD-ROM?

Very Satisfied	Somewhat Satisfied	Neither Satisfied/Dissatisfied	Somewhat Dissatisfied	Very Dissatisfied
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

27. With advances in technology, to what extent does the Refworld CD-ROM continue to add value?

Major value-added	Moderate	Limited	No value-added
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

28. If Refworld CD-ROM were no longer available, what impact would it have on your work?

Great impact	Moderate	Limited	No impact
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

29. If you pay for Refworld CD-ROM, would you continue to buy it if prices increased in line with production costs?

- Yes
- No

30. How much are you willing to pay for Refworld CD-ROM? Please indicate the amount in \$US

31. Do you have further comments?

PART 3 Refworld on the UNHCR website

32. On average, how often do you use Refworld website version?

- Daily Monthly Weekly 2-3 times a Month Once a Month Less than Once a Month
-

33. Have you had training on Refworld website version?

- No
 Yes *please specify when, where and provider:*

34. How would you describe finding the information you need on the Refworld website?

- Very easy Somewhat Easy Somewhat Difficult Very Difficult
-

35. On average, how long does it take to find information on the Refworld website?

- 2 minutes or less 3-5 minutes 6-10 minutes More than 10 minutes
-

36. Please indicate those **areas** of the Refworld website you use most:

- UNHCR information Legal Information
 UN Treaty Bodies, Maps and Statistics United Nations Documents
 Country information (Gov't & UNHCR sources)

37. Are there alternative sources of information that could replace Refworld website?

- No
 Yes *please specify:*

38. To what extent is Refworld website version comparable to other sources both print and online?

Much better* Better* Same Worse* Much worse*

**Please explain in what ways:*

39. To what extent does the content of the Refworld website inform your decision-making?

Significantly* Moderately* Rarely No influence

**Please give example(s):*

40. Please specify your *preferred* language:

If your preferred language is **not** English, to what extent would your usage Refworld CD-ROM increase if it were offered in your preferred language?

Very much Moderately Not much Not at all

41. How well does Refworld website perform in the following areas:

Searchability:

Very easy Somewhat easy Somewhat difficult Very difficult

Access:

Very easy Somewhat easy Somewhat difficult Very difficult

42. To what extent is information provided by Refworld website relevant to your work?

Very relevant Moderately relevant Limited relevance No relevance

43. How does Refworld website version content rate in the following areas:

Accuracy:

Excellent Very good Average Below average Poor

Timeliness:

Excellent Very good Average Below average Poor

Depth and Breadth of Content:

Excellent Very good Average Below average Poor

44. How do you rate your overall satisfaction with Refworld website version?

Very Satisfied Somewhat Satisfied Neither Satisfied/Dissatisfied Somewhat Dissatisfied Very Dissatisfied

45. To what extent does the Refworld website version add value?

Major value-added Moderate Limited No value-added

46. If Refworld website were no longer available, what impact would it have on your work?

Great impact Moderate Limited No impact

47. Do you have further comments?

ANNEX 5
PIS Evaluation
HQs Focus Group
Summary Report
20 September 2005

Objective:

Group participants were asked to respond to the question “What are the key components of an effective protection information system?” while specifically addressing three core components: client satisfaction, influence and sustainability. The following briefly summarizes the rapporteur’s reports issuing from the two discussion groups.

Group 1:

Participants: Oldrich Andrysek (PIS observer), Roy Herrmann (EPAU), Timothy Saynor (PIS), Ian Myles (EPU), and Jerome Sabety (PIS)

In order to meet client satisfaction, information provided by Ref-World must be:

- Targeted to priority users (UNHCR staff and legal practitioners)
- Niche-specific (focus on what we have and our mandate which gives HCR comparative advantage/authority)
- Current – using the internet version allows for continuous updating of information, access to wide audience
- Relevant, timely, verifiable and reliable content is the goal of an effective protection information system.
- To what extent can we provide, via PIS, more timely, more accurate, more comprehensive analysis than is available elsewhere on the internet?
- Cost-efficient – given the limited resources, there is a need to narrow down the type of information included: ‘can’t be CNN.’

Ideas to be further explored:

- Possibly creating an information request desk for extra client support
- The possibility of DIP allocating some of its own analytical resources to producing up-to-date UNHCR positions on particular return locations and issues

Group 2:

Participants: Caroline Hunt (EPAU), Anne Fati (EPU), Liza Grigoryan (PIS), Elena Shishkova (EPAU), Lee McDonald (DER)

Ways Refworld could improve client satisfaction, influence and sustainability:

- Refworld client base needs could be redefined (priority users seen to be UNHCR employees, RSD lawyers, governments, professionals, refugees and other people of concern)
- Client needs could be further explored and content readapted to fit those needs

- UNHCR mandate gives it authority on RSD matters, durable solutions; thus, Refworld should focus on these core issues
- Measures should be taken to ensure the authenticity of information provided and that it is not changed from its original version
- Refworld should remain a public tool, but could be supplemented by internal information sources available only to UNHCR staff
- To increase its influence, Refworld would need to be translated into major UN languages (although currently not possible due to limited resources)
- Given the aversion to learning at UNHCR, there may be a need for incentives for UNHCR staff to consult Refworld regularly
- To avoid duplication, an effective protection information system should link with existing initiatives in the house
- Training should be provided either in person or as a tutorial part of CD-ROM, and should be included in induction training, PLP and MLP
- To be sustainable, Refworld should refocus on providing information primarily for RSD, cutting down on other information for which alternative sources may exist
- UNHCR should explore possibilities of sharing the financial and administrative burden of running Refworld with partners (eg. NGOs, academic institutions)

ANNEX 6

UNHCR Evaluation of Protection Information Section Interview Questions 26/06/05

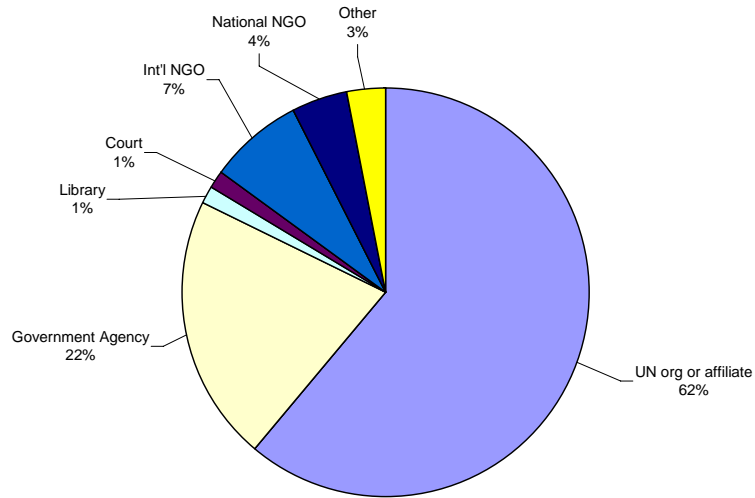
What in your mind are the key components of an effective protection information system?

1. Influence: What types of information do you need to be an effective information provider? Is information all? Case law, legislation, COI, human rights reports, asylum statistics, asylum decisions, field reports, policy analysis, refugee/migration research.
2. Client satisfaction: How far does UNHCR currently meet the protection information needs of its staff and major stakeholders. What are its chief tools for so doing?
3. Client Satisfaction: What enhancements would you like to see in UNHCR's provision of protection information.
4. Sustainability: In the light of budgetary constraints, which protection information products in your view are priority and why? Please specify
5. Client satisfaction: What future directions do you see for protection information?
6. Sustainability: How far could UNHCR support off-sourcing the production and dissemination of information currently provided by PIS? Authority, legitimacy costs etc.
7. Sustainability: How far does PIS contribute to UNHCR's protection mandate? Does PIS have an institutional role? What should its role be?
8. Influence: In what ways has Refworld helped you to make an impact, or not?
9. Influence: If Refworld ceased to exist, what impact would it have on UNHCR's provision of information? Or, more generally, would it matter?

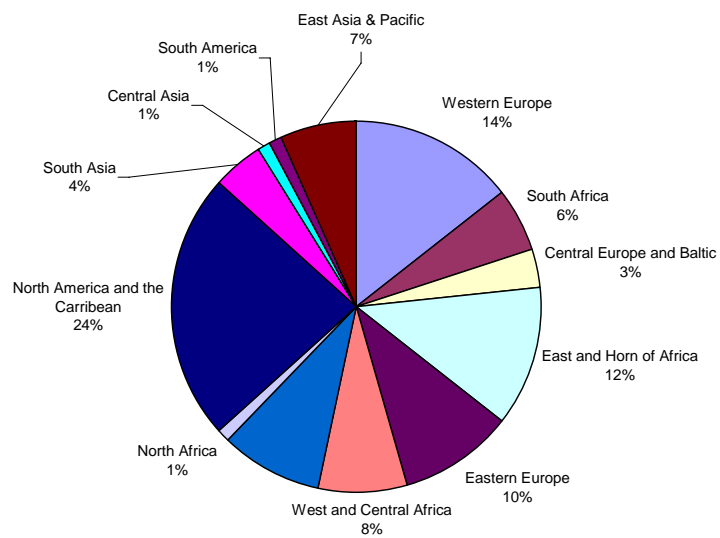
ANNEX 7

Charts

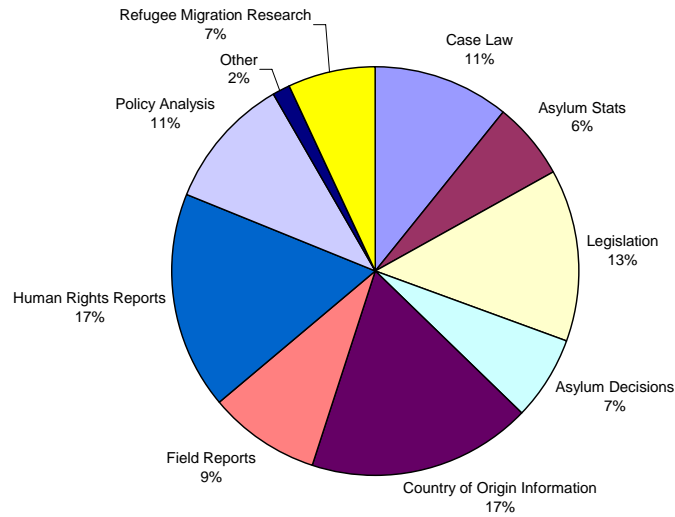
Q1: Which category best describes your employment, occupation, profession or activity?



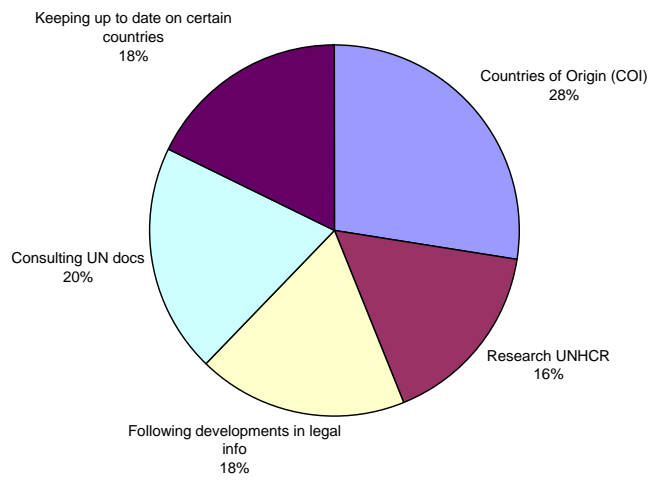
Q3: Please specify the region where your work is based



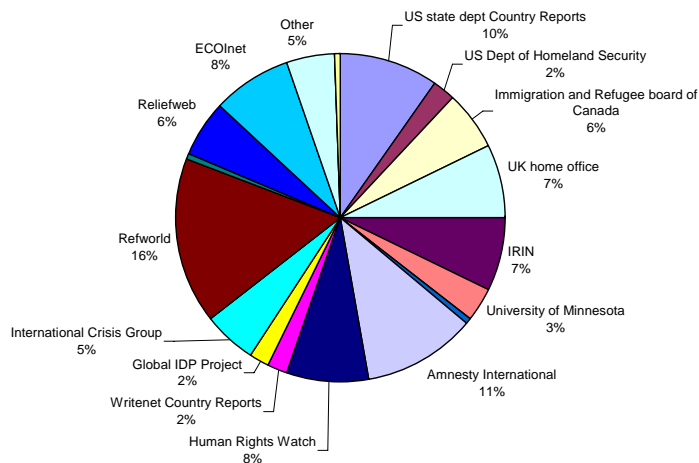
Q4: What types of information do you most often use for your work? Select all that apply



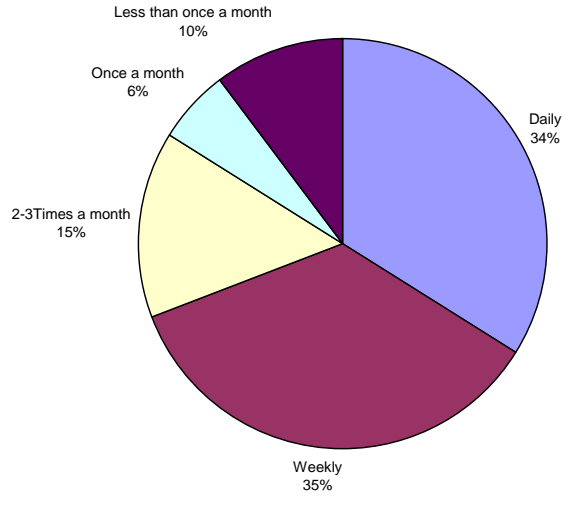
Q5: For what purpose(s) do you use protection information? Select all relevant responses



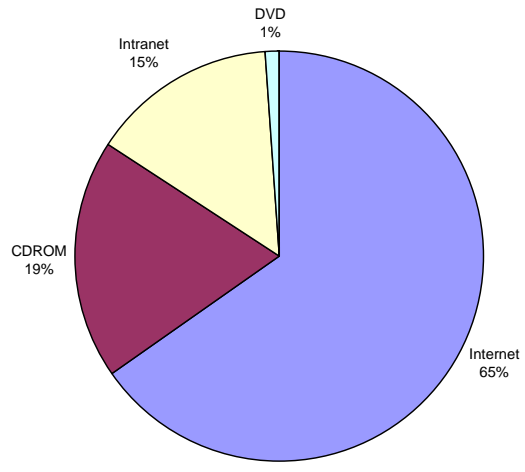
Q6: Please rate your top 3 of the following sources



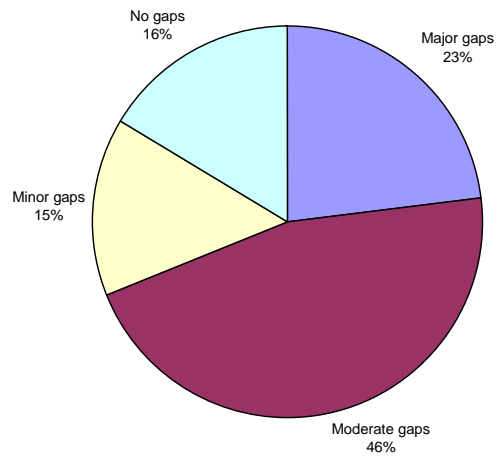
Q7: How often do you consult your first choice of information source?



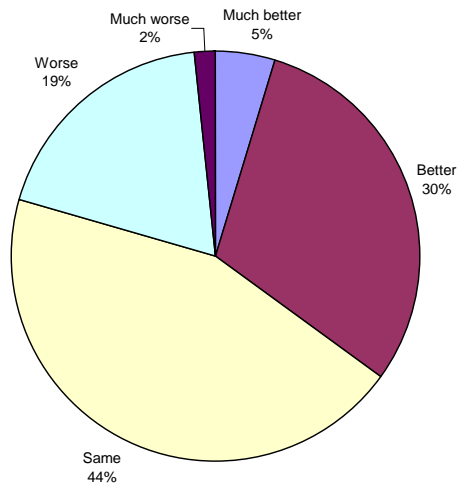
Q8: How do you access your top-rated information sources?



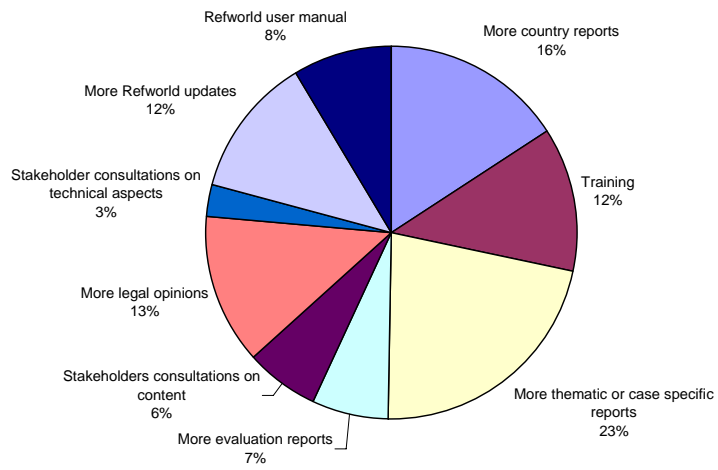
Q9: In your experience and in relation to the work you do, are there gaps in existing sources of protection information?



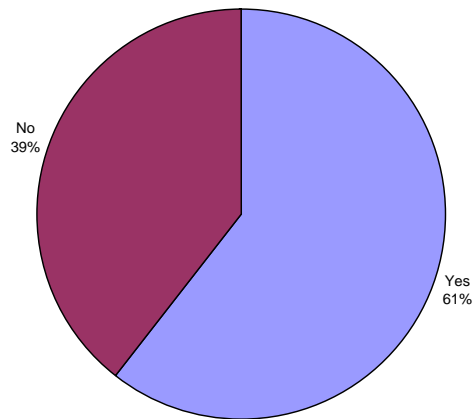
Q10: How do you rate UNHCR information sources over your preferred sources of information?



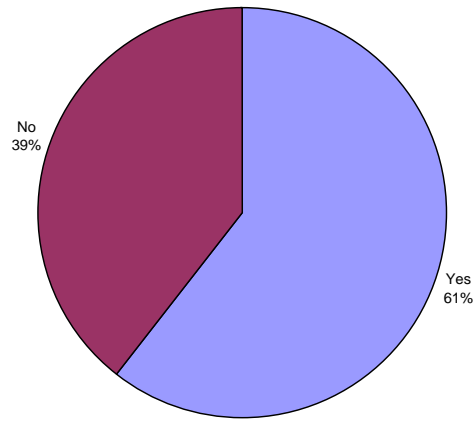
Q11: In what areas could UNHCR improve its protection information and services?



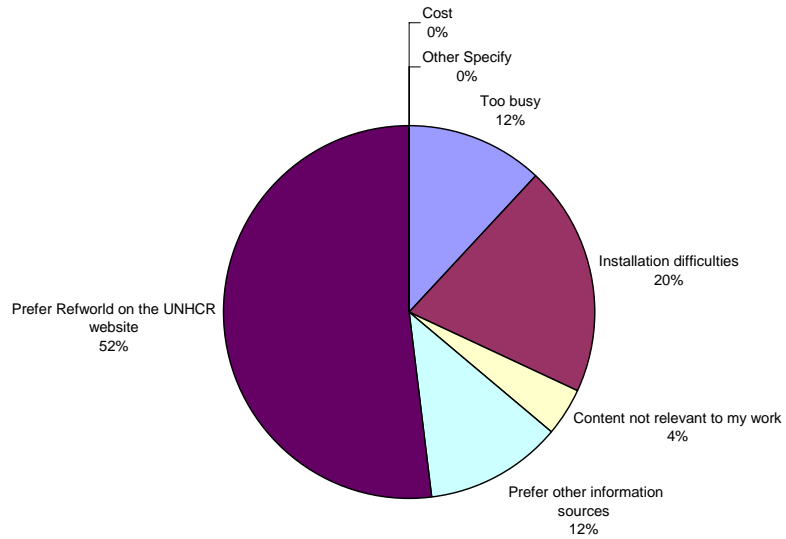
Q12: Are you a current user of Refworld CD-ROM?



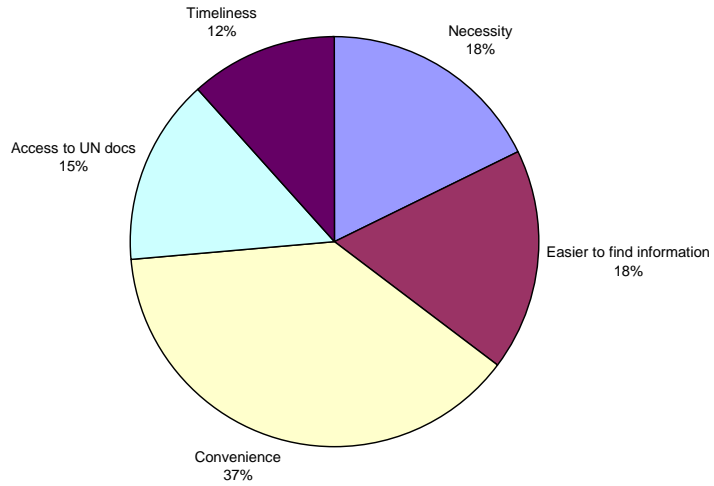
Q12: Are you a current user of Refworld CD-ROM?



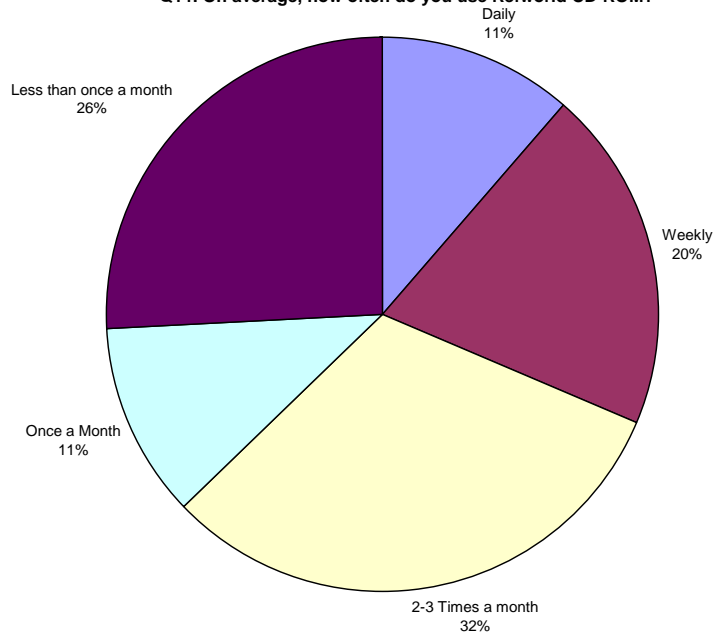
Q13: If you do not use Refworld CD-ROM, why not?



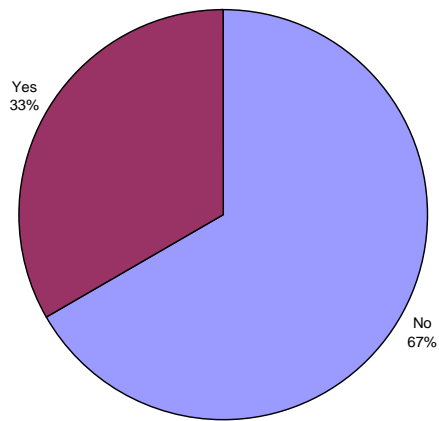
Q13b: For what reasons do you use both Refworld CD-ROM and website version?



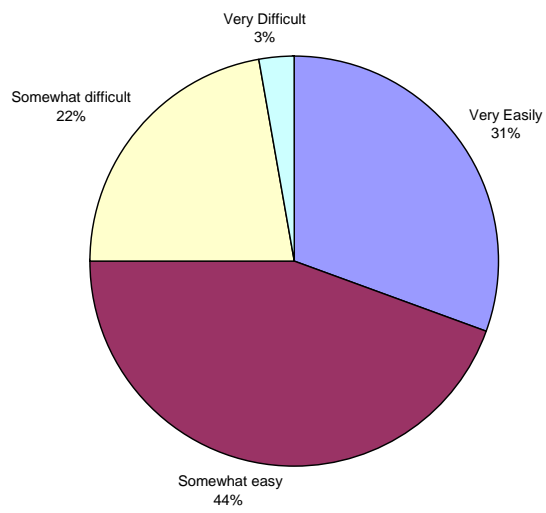
Q14: On average, how often do you use Refworld CD-ROM?



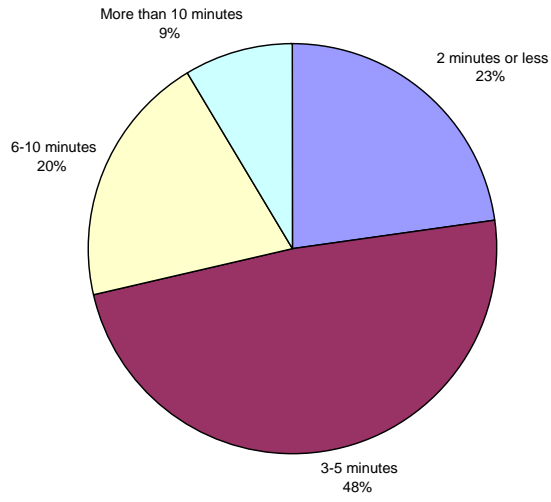
Q15: Have you had training on Refworld CD-ROM?



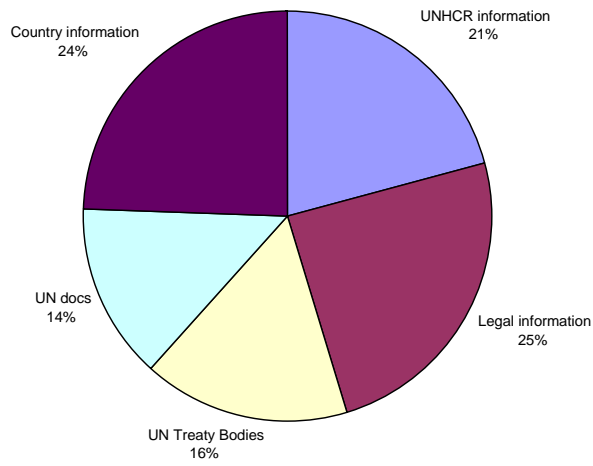
Q16: How would you describe finding the information you need in Refworld CD-ROM?



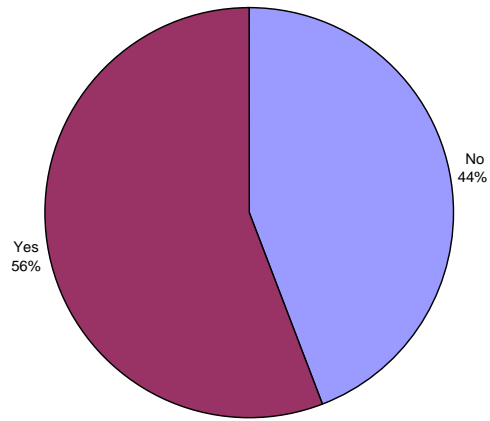
Q17: On average, how long does it take you to find information on Refworld CD-ROM?



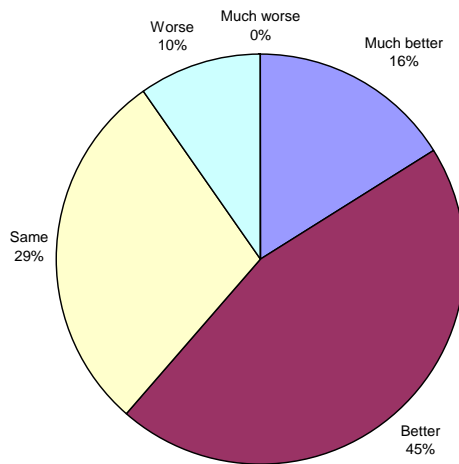
Q18: Please indicate those areas of Refworld CD-ROM you use most



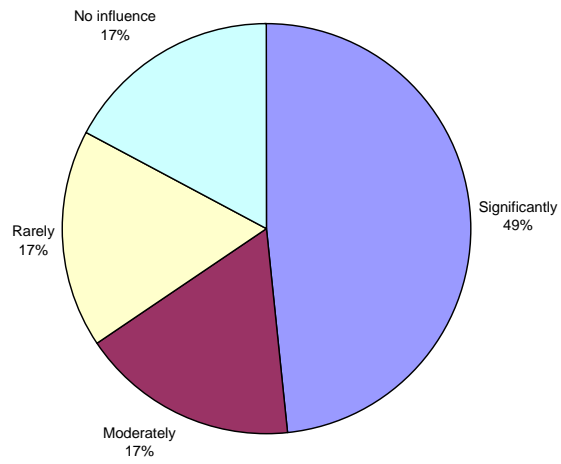
Q19: Are there alternative sources of information that could replace Refworld CD-ROM?



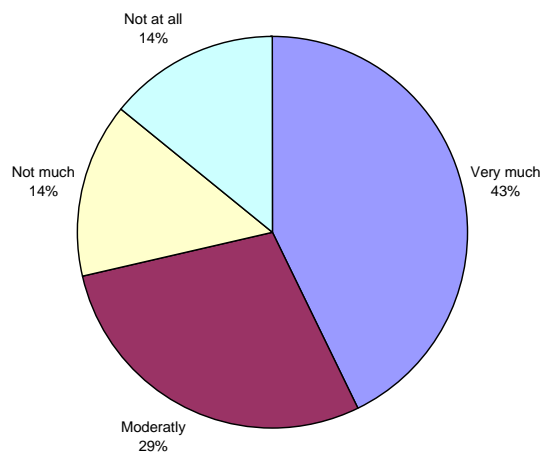
Q20: To what extent is Refworld CD-ROM comparable to other sources both print and online?



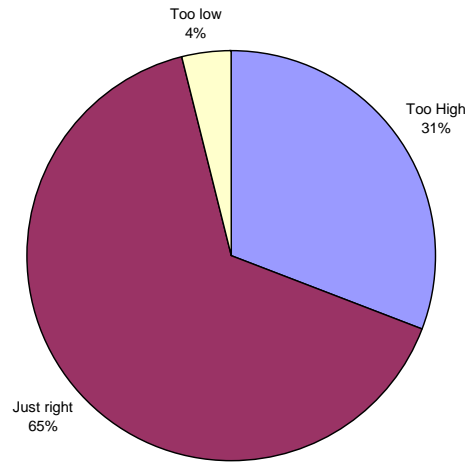
Q21: To what extent does the content of the Refworld CD-ROM influence your decision-making?



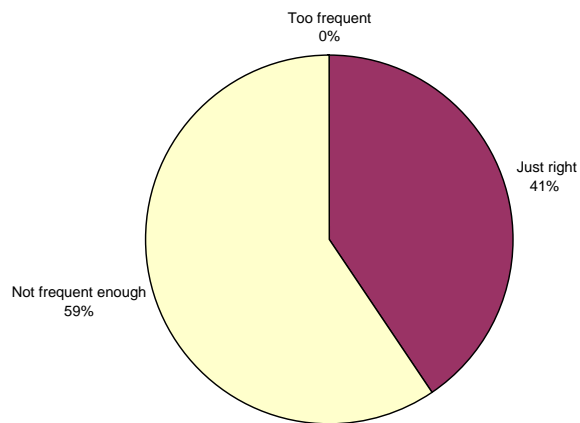
Q22: If your preferred language is not English, to what extent would your use of Refworld CD-ROM increase if it were offered in your preferred language?



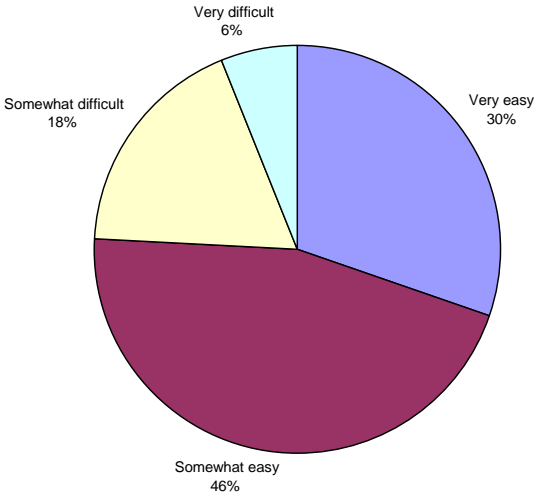
Q23 How well does Refworld CD-ROM perform in the following areas: cost?



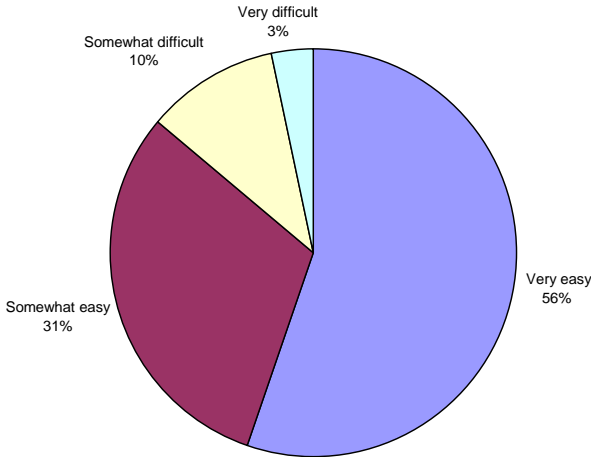
Q23 How well does Refworld CD-ROM perform in the following areas: Frequency of publication



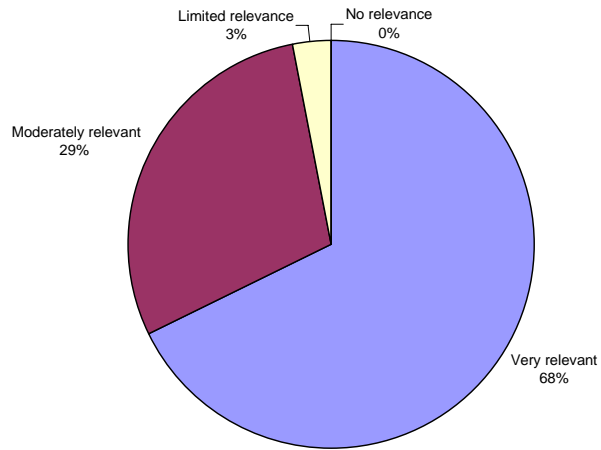
Q23 How well does Refworld CD-ROM perform in the following areas: searchability?



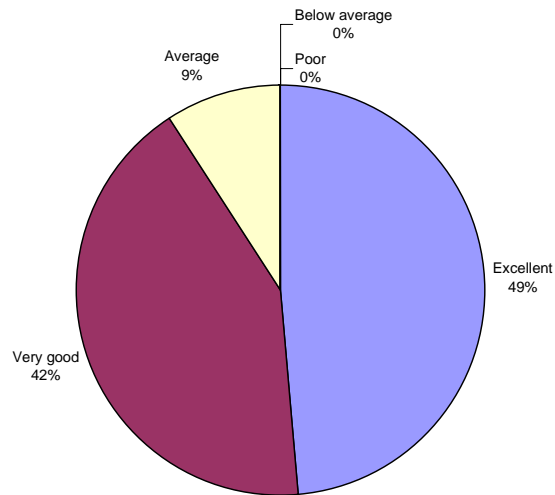
Q23 How well does Refworld CD-ROM perform in the following areas: installation?



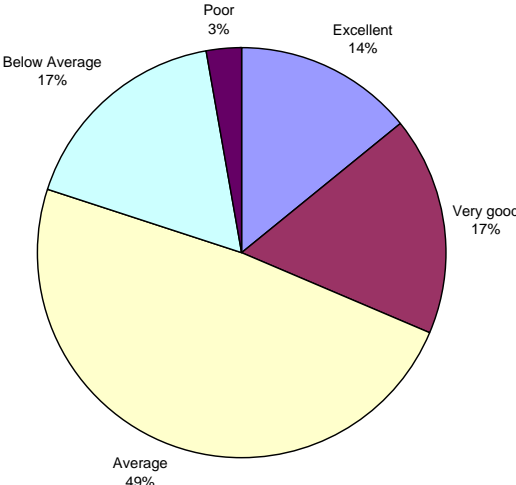
Q24: To what extent is Refworld CD-ROM relevant to the work you do?



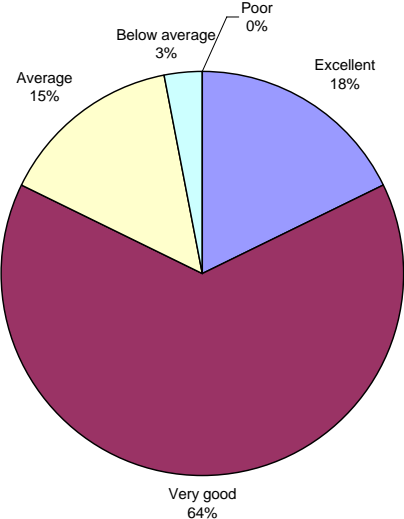
Q25 How does Refworld-CD-ROM content rate in the following areas: Accuracy



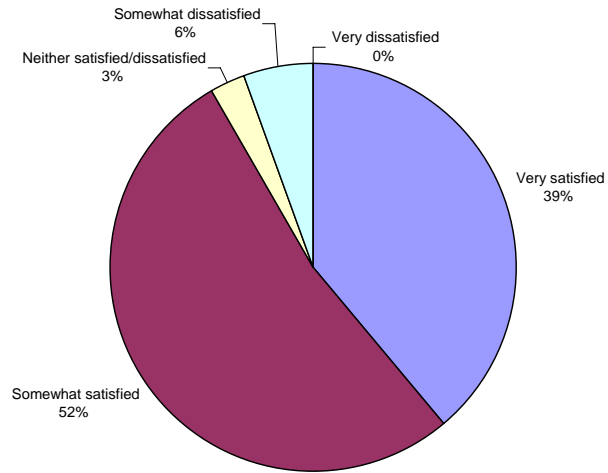
Q25 How does Refworld-CD-ROM content rate in the following areas: Timeliness



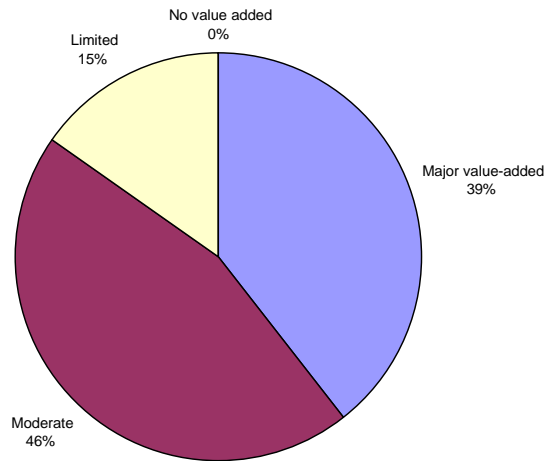
Q25 How does Refworld-CD-ROM content rate in the following areas: Depth and Breadth of Content



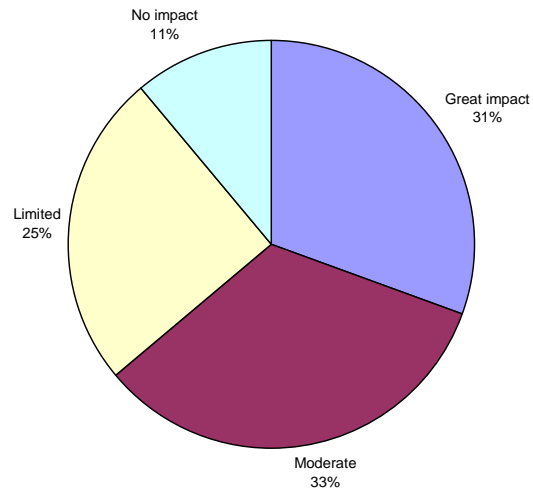
Q26: How do you rate your overall satisfaction with the Refworld CD-ROM?



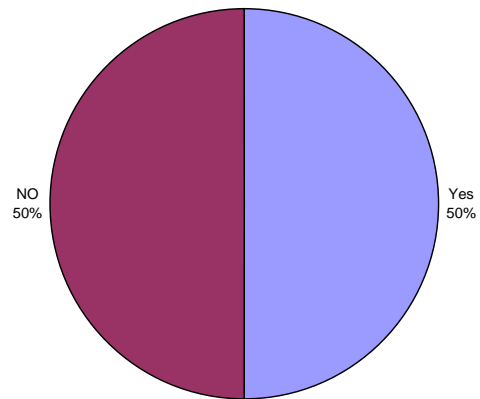
Q27: With advances in technology, to what extent does the Refworld CD-ROM continue to add value?



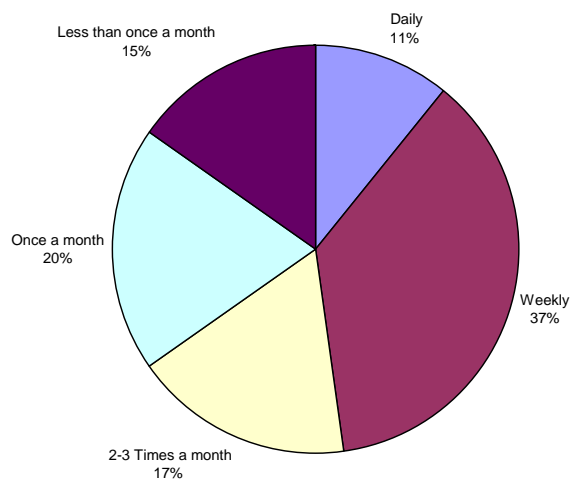
Q28: If Refworld CD-ROM were no longer available, what impact would it have on your work?



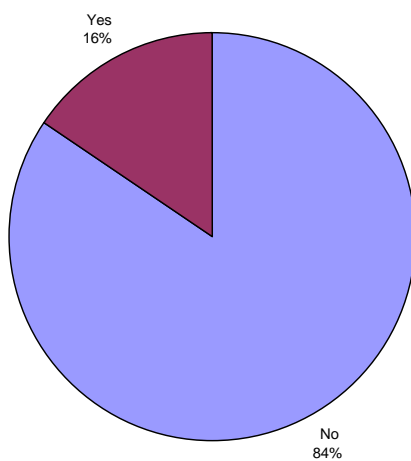
Q29: Considering Refworld is offered free on the UNHCR website, would you continue to buy the CD-ROM if prices increased in line with production costs?



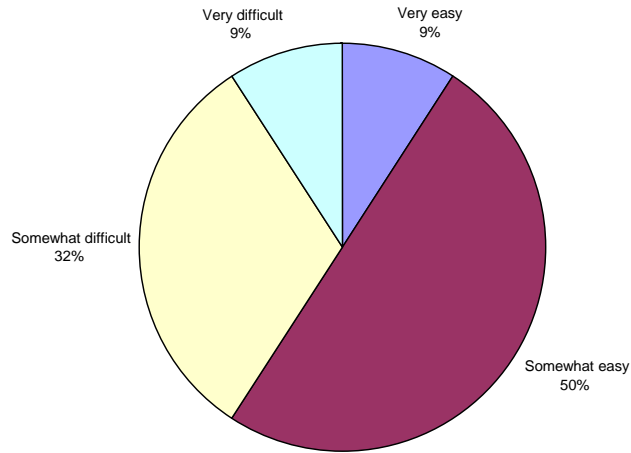
Q32: On average, how often do you use Refworld website version?



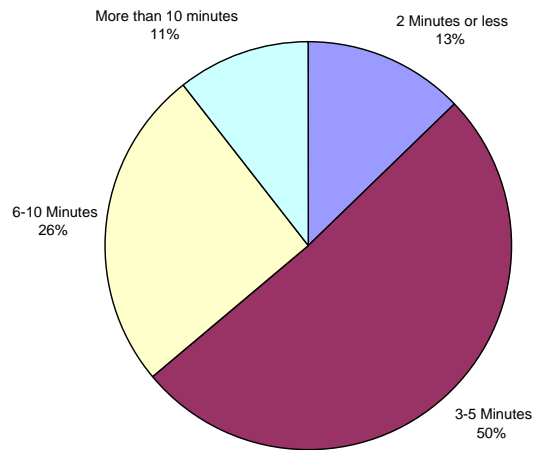
Q33: Have you had training on Refworld website version?



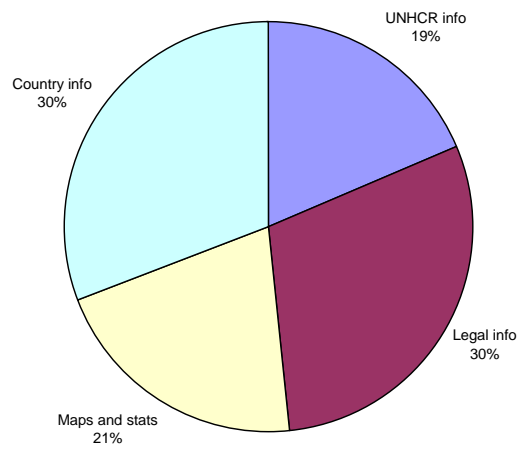
Q34: How would you describe finding the information you need on the Refworld website?



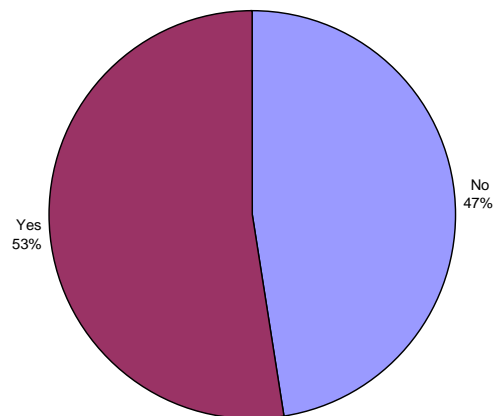
Q35: On average, how long does it take to find information on the Refworld website?



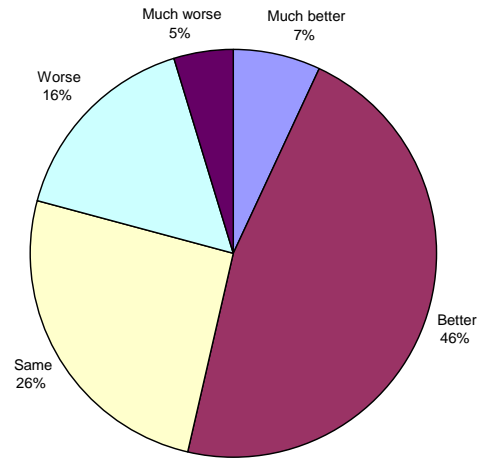
Q36: Please indicate those areas of the Refworld website you use most



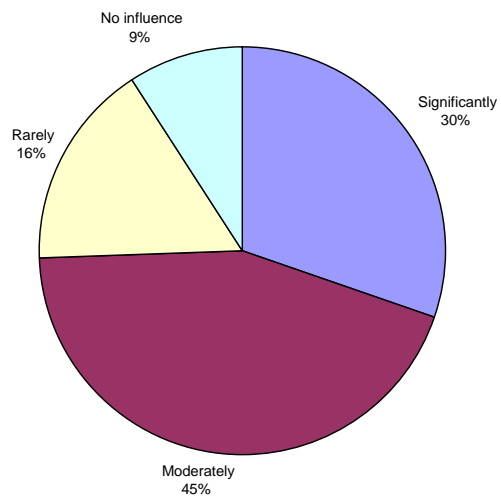
Q37: Are there alternative sources of information that could replace Refworld website?



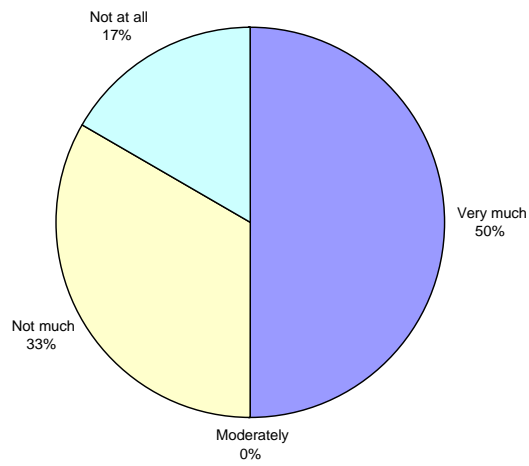
Q38: To what extent is Refworld website version comparable to other sources both print and online?



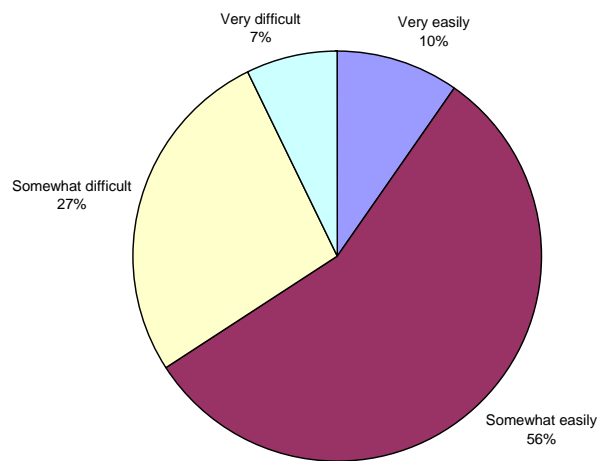
Q39: To what extent does the content of the Refworld website inform your decision-making?



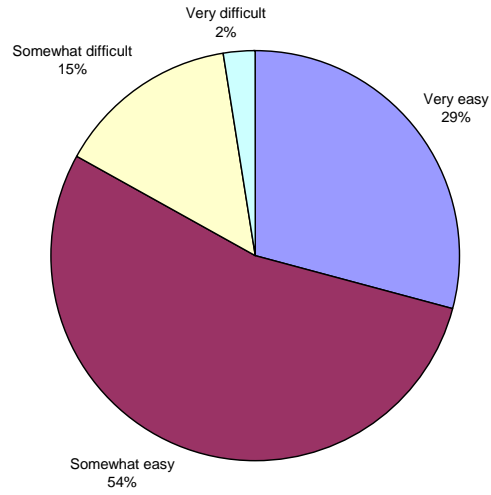
Q40: If your preferred language is not English, to what extent would your usage Refworld CD-ROM increase if it were offered in your preferred language?



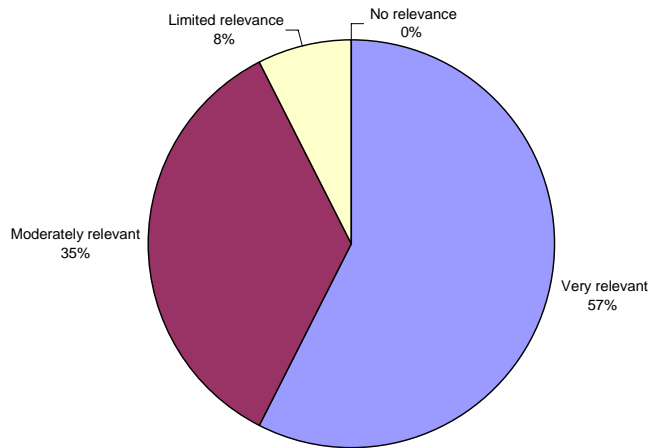
Q41 How well does Refworld website perform in the following areas: Searchability



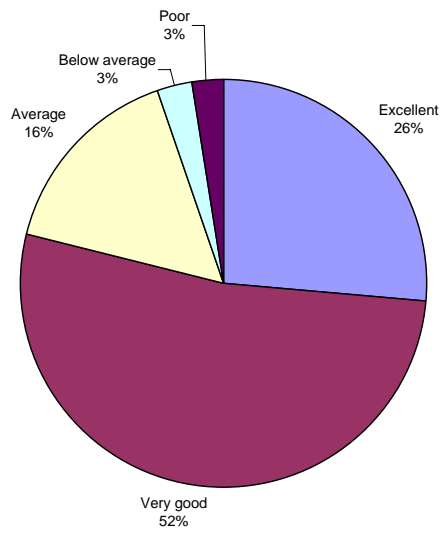
Q41: How well does Refworld website perform in the following areas: Access



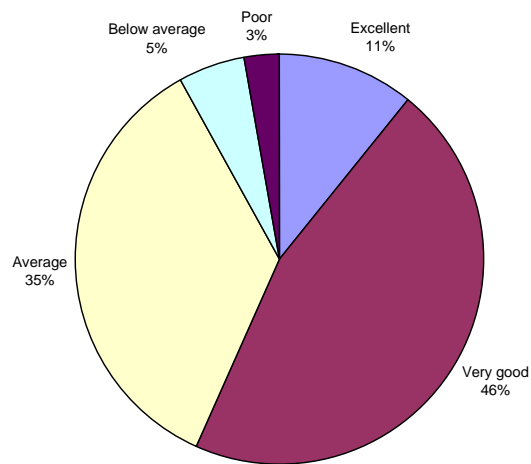
Q42: To what extent is information provided by Refworld website relevant to your work?



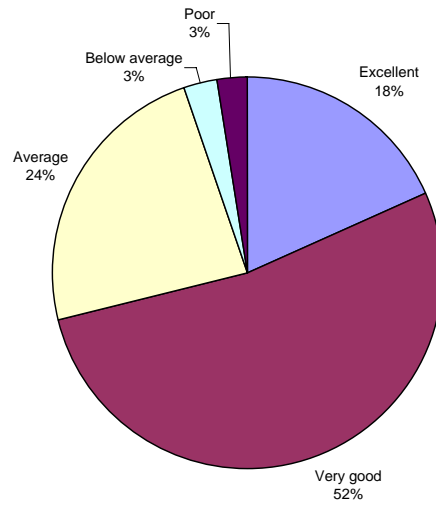
Q43: How does Refworld website version content rate in the following areas: Accuracy



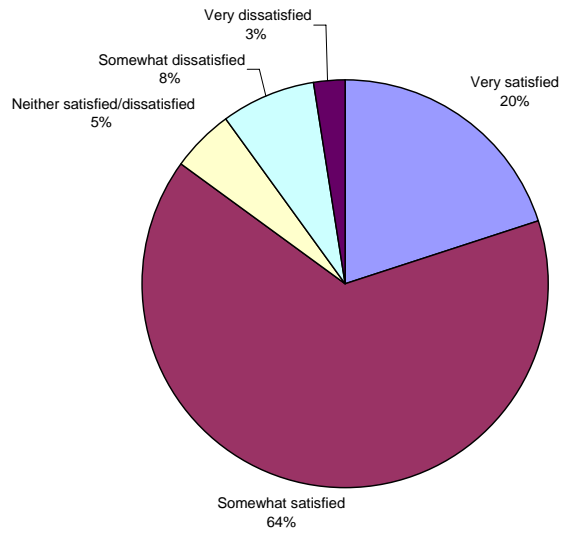
Q43: How does Refworld website version content rate in the following areas: Timeliness



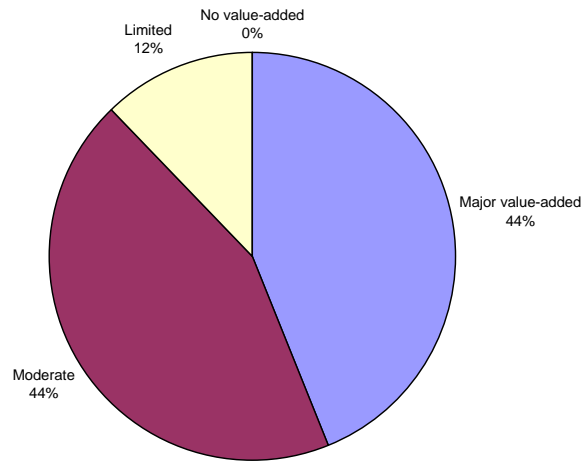
Q43: How does Refworld website version content rate in the following areas: Depth and Breadth of Content



Q44: How do you rate your overall satisfaction with Refworld website version?



Q45: To what extent does the Refworld website version add value?



Q46: If Refworld on the website were no longer available, what impact would it have on your work?

