

# UNHCR's Global Objectives<sup>1</sup> and Indicators of Progress<sup>2</sup>

## Operations, Advocacy, Partnerships, Prevention

**Overall Mandate Goal:** To provide international protection to refugees and others of concern to UNHCR and to search for durable solutions to their situation; pending achievement of a durable solution, to ensure the provision of humanitarian assistance, in an environmentally sensitive manner, to those of concern to the Office, while promoting a better quality of life and self-reliance; and, to use advocacy of refugee rights, promotion of effective partnerships with other relevant organisations, and a range of diplomatic initiatives focused on preventing and mitigating the conditions that cause refugee movements.

### Strategic Goal 1: Support governments in the creation and maintenance of an international protection regime.

**1.1 Objective:** *Promote accession to, respect for, and implementation of the conventions and protocols related to refugees and statelessness.*

#### Indicators of Progress

**1.1.1** Increase in the number of accessions: to the 1951 Convention relating to the Status of Refugees and/or its 1967 Protocol; and other relevant legal instruments. **AfP 1.1**

**1.1.2** Undertaking of a survey of difficulties States have in acceding to or in implementing the 1951 Convention. **AfP 1.1.1**

**1.1.3** Broadening of UNHCR's work on addressing statelessness beyond Central and Eastern Europe to embrace other parts of the world where statelessness is a problem, in particular through expansion of partnerships with regional and national institutions.

**1.2 Objective:** *Assist States in the preparation, adoption and implementation of national asylum legislation in conformity with international refugee law and human rights standards.*

#### Indicators of Progress

**1.2.1** Number of States that have adopted new or modified existing national refugee or nationality legislation or related administrative arrangements, in line with the requirements of the 1951 Refugee Convention – aimed at attaining international protection standards.

**1.3 Objective:** *Support States in the elaboration of "Convention Plus" agreements.*

#### Indicators of Progress

**1.3.1** Number of "Convention Plus" agreements concluded.

**1.3.2** Number of States subscribing to "Convention Plus" agreements.

**1.4 Objective:** *Facilitate inter-state dialogue on the formulation and implementation of refugee protection policies and principles.*

#### Indicators of Progress

**1.4.1** Number of consultations organised between States and UNHCR, as foreseen in the Agenda for Protection. **AfP 1.5.2**

**1.4.2** Number of expert discussions, involving State practitioners, organised on issues of mutual concern. **AfP 1.6.3**

**1.5 Objective:** *Reinvigorate UNHCR's efforts, within the UN system and in conjunction with other partners, and based on the criteria set out in A/RES/52/103, to protect and assist Internally Displaced Persons (IDPs).*

#### Indicators of Progress

**1.5.1** Number of IDPs in situations similar to that of refugees protected and assisted by UNHCR and enabled to achieve a durable solution.

**1.6 Objective:** *Promote a better understanding of the link between migration and refugee issues, including the distinction between the nature of, and regimes for, forced and voluntary migration.*

#### Indicators of Progress

**1.6.1** Further fostering of the strategic alliance with IOM and the migration consultation mechanism involving IOM, ILO, OHCHR and UNODC as a means to attain maximum complementarities on the asylum/migration nexus. **AfP 2.5.1 and 2, AfP 2.2.3**

**1.6.2** Development of UNHCR Guidelines on Protection Safeguards in Interception Measures in the light of the related 2003 ExCom Conclusion. **AfP 2.1.3 and 2.1**

1. These are based on the strategic goals established by the High Commissioner for 2003. The objectives are presented in general terms, as they represent a synthesis of specific objectives found in the Agenda for Protection (AfP), UNHCR's Country Operations Plans, Global Programmes, and in the budget proposals of various headquarters units.

2. The indicators of progress embrace both activities and outputs; they also represent a selection of indicators drawn from the sources described in the footnote on global objectives.

**Strategic Goal 2: Maintain and improve UNHCR's levels of emergency preparedness and response to assist States to respond to refugee influxes.**

**2.1 Objective:** *Build local and regional capacities to ensure that reception arrangements and asylum systems conform to international standards while strengthening the protection performance of States where such capacities are inadequate.*

**Indicators of Progress**

**2.1.1** Number of training events using the UNHCR Handbook on Strengthening Capacities in Host Countries for the Protection of Refugees. **AfP 3.2.3**

**2.1.2** Number of regional/sub-regional workshops convened by UNHCR, as indicated in the Agenda for Protection, to devise/implement specific country/regional strategies to build capacities of countries to receive and protect refugees. **AfP 3.2.4**

**2.1.3** Elaboration of a draft Conclusion for adoption by ExCom, addressing Framework Considerations for Responsibility-Sharing in Mass-Influx Situations. **AfP 3.1.2**

**2.2 Objective:** *Develop adequate levels within UNHCR of emergency preparedness and contingency planning.*

**Indicators of Progress**

**2.2.1** Integration of results of research/analysis on potential refugee situations (Hot Spot Initiative) into overall emergency preparedness efforts, and maintenance of updated reports for at least 80 per cent of high-risk situations.

**2.2.2** Improvement of stockpile arrangements, by supplementing UNHCR central and regional stockpiles through "draw-down" agreements with governments to access their stockpiles.

**2.2.3** Number of people trained, both at regional and central locations, especially for the Emergency Response Teams (ERT) rosters.

**Strategic Goal 3: Assess the needs of refugees and other persons of concern for protection and assistance**

**3.1 Objective:** *Improve registration data through development of new standards, procedures, systems and tools under Project Profile, and the revised Registration Handbook (2003).*

**Indicators of Progress**

**3.1.1** Successful installation and operational start-up of the new Project Profile registration standards, procedures and tools in 20-30 countries.

**3.1.2** Identification of both female and male heads of households for at least 70 per cent of beneficiary cards in use in the Project Profile implementation countries. **AfP 1.11.1 and 5**

**3.1.3** Use of disaggregated demographic data (age/sex) in all UNHCR Country Operations Plans.

**3.2 Objective:** *Undertake needs assessments according to a standard UNHCR-specific situation analysis tool.*

**Indicators of Progress**

**3.2.1** Dissemination of *the Situation Analysis Tool* (2003) to the Field and facilitation of its use in at least five UNHCR operations.

**3.3 Objective:** *Assess needs of refugees against established standards and indicators.*

**Indicators of Progress**

**3.3.1** Dissemination of the (2003) Field Guide for UNHCR Staff and Partners on the use of Standards in Field Operations and provision of training support for its use in at least five UNHCR Operations.

**AfP 1.9.3**

**Strategic Goal 4: Support governments in the provision of protection and assistance.**

**4.1 Objective:** *Support host governments in building capacity for the maintenance of security in refugee-populated areas, including the separation of armed elements.*

**Indicators of Progress**

**4.1.1** Development of UNHCR Guidelines, procedures and standards for the *Preservation of the Civilian Character of Asylum*. **AfP 4.1.2**

**4.1.2** Work undertaken, in cooperation with the African Parliamentary Union, on the preparation of a conference focusing on refugee security issues in Africa. **AfP 4.1.2 and 7**

**4.1.3** UNHCR concerns are reflected in the Roadmap being developed by the ECHA Implementation Group on Protection of Civilians in Armed Conflict.

**4.2. Objective:** *Work to improve the quality of life of refugees presently benefiting from care and maintenance programmes in camp situations.*

**Indicators of Progress**

**4.2.1** Continuation of region-by-region review of Protracted Refugee Situations. **AfP 5.1.1**

**4.2.2** Monitoring of Country Operations Plans, and Country Reports of 20 major operations, and provision of feedback to the Field on the use of established basic standards and indicators.

**4.2.3** Finalisation and dissemination of the Operational Protection Toolkit aimed at enhancing protection activities in camp situations.

**4.3 Objective:** *Implement relevant guidelines, especially those related to the protection of refugee women and children, prevention of and response to sexual and gender-based violence.* **AfP 4.4.1.**

**Indicators of Progress**

**4.3.1** Implementation according to the established timeframe of the Plan of Action, for the follow-up to the recent evaluations relating to refugee women, refugee children and community services. **AfP 6.1.3 and 6.2.6**

**4.3.2** Number of training sessions held and persons trained, based on the newly promulgated *Guidelines on Prevention and Response to Sexual and Gender-based Violence against Refugees, Returnees and Internally Displaced Persons*. **AfP 6.1.5**

**4.4 Objective:** *Promote self-reliance and burden-sharing in accordance with the Development Assistance for Refugees (DAR) Framework, especially those in protracted refugee situations.*

#### Indicators of Progress

**4.4.1** Increase in the number of countries that have adopted the High Commissioner's DAR strategy. **AfP 5.4.3**

**4.5 Objective:** *Promote sound environmental management practices among refugees, in accordance with the Environmental Guidelines (1996) and relevant sector-specific guidelines.*

#### Indicators of Progress

**4.5.1** Number of training and awareness raising activities held, and persons trained.

**4.5.2** Number of environmental mitigation and alleviation initiatives implemented in, and around, refugee settings.

**4.6 Objective:** *Maintain focus on priority categories of beneficiaries (refugee women, refugee children, adolescents and older refugees) and key sector activities such as education, health and the environment.*

#### Indicators of Progress

**4.6.1** Adequate reflection of these priority categories and key sectors in at least 85 per cent of Country Operations Plans (COPs), with clear impact indicators/outputs, and corresponding information provided on progress towards implementation in Country Reports. **AfP 6.1.6 and 6.2.7**

**4.7 Objectives:** *Prevent and improve response to the spread of HIV/AIDS in refugee settings.*

#### Indicators of Progress

**4.7.1** Implementation of pilot projects for 2004, as set out in UNHCR's Strategic Plan 2002-2004 on HIV/AIDS.

**4.7.2** Production of a report on 2003 pilot projects, with lessons learned, sent to partners.

**4.7.3** Co-operation with other UNAIDS co-sponsors for the inclusion and integration of refugees in host countries' HIV/AIDS policies and programmes.

**4.8 Objective:** *Improve and broaden access to primary education, with special focus on girls; partnerships sought to provide secondary education and vocational training, as a key strategy for protection and durable solutions.* **AfP 5.7.3**

#### Indicators of Progress

**4.8.1** Dissemination of revised Education Guidelines and assistance with their implementation through technical support and training, with specific focus on the CASWANAME and Africa regions.

**4.8.2** Development of partnerships to increase access to secondary and vocational training.

**4.8.3** Increase in the number of enrolments, especially of girls, in the primary education category in the five countries showing the lowest attendance rates.

**4.9 Objective:** *Implement the High Commissioner's Five Commitments to Refugee Women.*

#### Indicators of Progress

**4.9.1** Achievement of further progress in the implementation of the Five Commitments, with 80 per cent of country operations reporting progress in relation to the five priorities and related sectors.

### Strategic Goal 5: Seek durable solutions (through voluntary repatriation and sustainable reintegration, local integration and resettlement) to the situation of refugees.

**5.1 Objective:** *Actively facilitate and, where conditions permit, promote voluntary repatriation in conditions of safety and dignity, based on the free and informed decisions of the refugees, followed up by monitoring of situations in countries to which the refugees return; and promote the sustainable reintegration of the returnees in accordance with the High Commissioner's 4 Rs strategy (Repatriation, Reintegration, Rehabilitation and Reconstruction).* **AfP 5.2. 5 and 8**

#### Indicators of Progress:

**5.1.1** Number of refugees and other persons of concern who return from situations of forced displacement.

**5.1.2** Elaboration of the ExCom Conclusion on Legal Safety Issues in the context of Voluntary Repatriation. **AfP 5.2.6**

**5.1.3** Dissemination of the revised Operational Framework for Repatriation and Reintegration Activities (updated in the light of UNHCR's experience with the High Commissioner's 4 Rs Initiative), with training provided in five operations.

**5.1.4** Increase in the number of countries where the High Commissioner's 4 Rs approach has been applied.

**5.2 Objective:** *Promote local integration as a durable solution, in accordance with the High Commissioner's strategy of Development through Local Integration (DLI).* **AfP 5. 4. 3**

#### Indicators of Progress:

**5.2.1** Increase in number of pilot countries that have adopted the High Commissioner's DLI strategy. **AfP 5.4.3**

**5.3 Objective:** *Promote resettlement as a means to provide protection, durable solutions and as a burden-sharing mechanism, and refine tools to improve performance, monitoring and oversight of the resettlement function.* **AfP 5.6**

#### Indicators of Progress:

**5.3.1** Increase in the number of persons resettled.

**5.3.2** Increase in the number of resettlement countries.

**5.3.3** Agreement reached in the context of Convention Plus on the more strategic use of resettlement as a protection tool. **AfP 5.5 and 5.6**

**Strategic Goal 6: Advocacy – Use advocacy and related initiatives to safeguard the rights of refugees and other persons of concern.**

**6.1 Objective:** *Mount public information campaigns to increase public respect for, and understanding of, the plight of refugees, their contributions to society and their right to seek asylum, as well as awareness of the work of UNHCR. AfP 1.8.1*

**Indicators of Progress:**

**6.1.1** Increased media coverage of the High Commissioner's missions.

**6.1.2** Increase in number of UNHCR-produced television news stories.

**6.1.3** Increase in video and audio links on the UNHCR web page.

**6.1.4** Increase in number of countries observing World Refugee Day.

**6.1.5** Number of events, press articles, TV shows featuring UNHCR *Goodwill Ambassadors* speaking on behalf of refugees.

**6.2 Objective:** *Report on the condition and status of the world's refugees.*

**Indicators of Progress:**

**6.2.1** Choice of relevant themes of each of four issues of the *Refugees* magazine to sensitise the broader community on a range of current refugee challenges.

**6.2.2** Publication of the second edition of *UNHCR's Statistical Year Book*, with more emphasis on analysis of trends and country-level data.

**6.3 Objective:** *Support the contribution of non-governmental organisations to the well-being of asylum-seekers and refugees, notably through advocacy as well as public awareness activities.*

**Indicators of Progress:**

**6.3.1** Systematic inclusion of NGOs in briefings for ExCom Member States, including follow-up consultations on the Agenda for Protection and Convention Plus-related initiatives, and the implementation of the Framework for Durable Solutions.

**Strategic Goal 7: Partnerships – Build effective partnerships to better protect people of concern and ensure delivery of quality programmes.**

**7.1 Objective:** *Ensure that stakeholder concerns are known in-house and properly taken into account when setting priorities and planning operations.*

**Indicators of Progress:**

**7.1.1** Timely scheduling of annual consultations with ExCom members so as to enable their inputs to be reflected in the budget formulation process,

**7.2 Objective:** *Enhance the participation of refugees, NGOs, UN agencies, and other partners in planning, implementation and evaluation.*

**Indicators of Progress:**

**7.2.1** Increased and broader participation of relevant actors in five of UNHCR's annual strategic planning exercises (Country Operations Plans).

**7.3 Objective:** *Strengthen protection, emergency, and security partnerships with key stakeholders, including refugee organisations, UN agencies, and civil society.*

**Indicators of Progress:**

**7.3.1** Using UNHCR's membership of the United Nations Development Group (UNDG) to highlight the importance of development in addressing refugee and returnee issues, as set out in the *High Commissioner's Framework for Durable Solutions*.

**7.4 Objective:** *Broaden donor support by highlighting the particular needs of refugee populations, the burden shouldered by host countries and the human consequences of insufficient funding.*

**Indicators of Progress:**

**7.4.1** Further improvement of UNHCR's *Global Appeals* and *Global Reports* to reflect more clearly the needs of refugees and the implications if adequate resources are not provided.

**7.5 Objective:** *Pursue new sources of funding to support UNHCR activities.*

**Indicators of Progress:**

**7.5.1** Pursuit of UNHCR's strategy to increase the funding base of the Office, including:

- Continued efforts to expand the number of donor countries, primarily targeting the ten candidate countries to the European Union;
- Further steps to operationalise UNHCR's Strategy Paper on Complementary Sources of Funding.

**7.6 Objective:** *Develop partnerships and work to engage development actors in integrated planning, implementation, and resource mobilisation efforts to narrow the relief to development gap. AfP 5.3.3*

**Indicators of Progress:**

**7.6.1** Increase in number of UNHCR offices regularly participating in the United Nations Development Assistance Framework (UNDAF) activities at the country level.

**7.6.2** Number of livelihood-related activities undertaken in partnership with ILO, FAO and IFAD.

**7.6.3** Number of activities undertaken in partnership with UNDP, UNICEF, The World Bank and other agencies in the context of the Framework for Durable Solutions.

**7.7 Objective:** *Obtain a sustainable increase in funds received from individuals and the private sector.*

**Indicators of Progress:**

**7.7.1** Increase in financial contributions from the private sector, with a long-term objective of 10 per cent of UNHCR's budget requirements being funded from the private sector within 10 years, and contributions of USD 35-40 million by 2005.

## **Strategic Goal 8: Prevention – Help prevent and mitigate the conditions that provoke refugee movements.**

**8.1 Objective:** *Develop mechanisms based on timely country of origin information to identify potential mass outflows or emerging situations of statelessness, and encourage appropriate action to address root causes.* **AfP 1.12**

### **Indicators of Progress**

**8.1.1** Pursuit of UNHCR's efforts to build up its early warning capacity and contribute to that of the UN, *inter alia*, through commissioning papers from external research institutes on various "hot spots".

**8.2 Objective:** *Actively engage with and contribute to peace processes and conflict resolution.*

### **Indicators of Progress**

**8.2.1** Dissemination of the revised Reintegration Framework, incorporating the findings of the ECHA/UNDG on Transition Issues, Imagine Co-existence Project, and delivery of related training in five countries. See also **AfP 5.24, 5.32**

**8.3 Objective:** *Enhance the role and status of women in countries of return with particular emphasis on women in leadership, women's roles in reconciliation and peace building, economic security and skills-development.*

### **Indicators of Progress**

**8.3.1** Promotion of measures by States to facilitate refugee participation, particularly of women, in peace and reconciliation processes; provision of concrete support by UNHCR for such participation. See also **AfP 5.2.4 and 5.3.2**

## **Support**

**Overall Support Goal:** To provide support, through a range of strategies, particularly improved management of operations and resources, to UNHCR's efforts to ensure international protection and assistance to refugees and others of concern, and to seek solutions to their problems.

## **Strategic Goal 9: In relation to management, strengthen performance and improve the quality of UNHCR's work while exercising efficiency in the use of resources.**

**9.1 Objective:** *Strengthen results-based management through improvements to the operations management system and through enhanced integration of organisational priorities.*

### **Indicators of Progress**

**9.1.1** Inclusion of updated operations management policies, procedures and guidelines, reflecting lessons learned and best practice, in Chapter 4, UNHCR Manual.

**9.1.2** Provision of technical support and advice to the Field by means of:

- review and feedback on the Country Operation Plans and Country Reports of 20 operations in relation to compliance with results-based management and operations management guidelines, as well as the technical integrity of projects;
- assistance in creating an integrated team-approach for addressing organisational priorities (environment, refugee women, gender equality, children/adolescents) using a rights- and community-based approach, to at least five operations.

**9.1.3** Further development of a system for capture/roll up of information on standards and related assessment data.

**9.2 Objective:** *Enhance the effective delivery of international protection through a protection management framework that articulates areas of accountability and provides standards of performance as well as procedural guidance.*

### **Indicators of Progress**

**9.2.1** Ongoing review and dissemination of protection policies, procedures, standards and guidelines based on organisational priorities, lessons learned and best practices.

**9.2.2** Enhancement of the delivery of international protection through organising three-four regional protection management workshops; six Protection Learning Programmes (PLP) sessions; two specialised thematic Learning Programmes for senior UNHCR colleagues; and four RSD/RS training programmes for UNHCR staff and partners.

**9.2.3** Evaluation of the impact of the Protection Learning Programme.

**9.2.4** Strengthening of standards of performance in resettlement through the development of monitoring tools, and through oversight and advisory missions.

**9.2.5** Completion of the study on protection staffing benchmarks, and development of a database for staff with protection-related profiles.

**9.2.6** Improvement of standards of performance by further enhancement of a tool for Protection Officers entitled "Designing a Protection Strategy".

**9.3 Objective:** *Further develop a human resources management system which supports the Office and its staff in fulfilling its Mandate in the most responsive and responsible manner, optimising the skills and experience of individual staff members, building on the core values of the organisation and providing the necessary support to staff in a difficult and constantly changing operational environment.*

### Indicators of Progress

**9.3.1** Improvement of the management and performance of the workforce through:

- ongoing development and implementation of human resources policies;
- implementation of the vacancy management, recruitment, postings and promotions policies developed in 2003.

**9.3.2** Determination of UNHCR's staff development baseline data, in relation to the six UN Organisational Learning Framework (OLF) principles.

**9.3.3** Carrying out of a comprehensive organisation-wide learning needs assessment drawing on both organisational and staff member needs and priorities.

**9.3.4** Improvement of staff administration through the implementation of agreed recommendations from the 2003 evaluation of decentralised human resources management and the completion of a client satisfaction survey.

**9.3.5** Development and implementation of a computerised health staff surveillance system; creation of a training module for Health Maintenance in Emergency Operations; and extension of training in First Aid and HIV/AIDS.

**9.3.6** Improved provision of psychological support to staff and their families, at HQ and in the Field; enhancement of the Peer Support Personnel Network (PSPN), as well as its extension to 90 staff.

**9.3.7** Updating and dissemination of staff safety policies, standards and procedures, and provision of support for staff in safety matters.

**9.3.8** Using the guidelines developed in 2003, enhancement of performance management of staff through the implementation of quality control of Performance Appraisal Reports (PARs).

**9.4 Objective:** *Ensure compliance with policies, standards and directives, and the effectiveness and adequacy of operations, through the development and implementation of an impartial and objective oversight framework; reinforce institutional integrity by vigorously addressing instances of misconduct and mismanagement.*

### Indicators of Progress

**9.4.1** Carrying out of annual approved programme of inspections and investigation of allegations of misconduct in a timely and effective manner.

**9.4.2** Timely application of disciplinary measures for established cases of misconduct.

**9.4.3** Enhancement of the Inspection Handbook for inspection teams and development and dissemination of the Investigation Manual for Managers.

**9.4.4** Effective application of the revised 2003 Terms of Reference of the Oversight Committee.

**9.4.5** Implementation of the approved Evaluation and Policy Analysis work plan and dissemination of evaluation findings and recommendations.

**9.4.6** Implementation of the approved Internal Audit Work Plan and dissemination of audit observations and recommendations.

**9.5 Objective:** *Facilitate access to, and flow of, information and data through improved documents management and internal communications.*

### Indicators of Progress

**9.5.1** Issuance of directions and guidance on how to utilise and preserve significant UNHCR records, through:

- optimal use of the electronic data management system (LiveLink) at Headquarters;
- the retention or destruction of documents at Headquarters and in the Field.

**9.5.2** Development and implementation of a more coherent and consistent policy on electronic publishing in UNHCR.

**9.6 Objectives:** *Strengthen resource management, particularly for financial and supply management systems and improve corporate control for financial resources received and material resources acquired in support of UNHCR programmes.*

### Indicators of Progress

**9.6.1** Enhancement of fiscal discipline with a view to achieving greater fiscal stability, through improved internal financial management reports and collaboration with other headquarters units.

**9.6.2** Improvement of financial and supply systems through the issuance of new and/or updated policies, procedural guidelines and standards, and promotion of internal control and management systems.

**9.6.3** Enhancement of funds management through improved income and expenditure forecasting, and cash planning techniques.

**9.6.4** Implementation of MSRP Finance and Supply Chain software completed at headquarters, and started for 35 field operations.

**9.6.5** Promotion of the use of standard supply management procedures by field offices and headquarters through the Supply Chain Learning Programme, and provision of assistance to offices and staff.

**9.6.6** Implementation of agreed recommendations from the client survey undertaken in 2003 to improve service of supply management staff to field offices and headquarters' units.

**9.7 Objectives:** *Develop and improve information systems to effectively support operations delivery, resource management, and the assessment and analysis of results.*

### Indicators of Progress

**9.7.1** Review, updating and issuance of the information technology strategy in support of the business needs of the organisation.

**9.7.2** Commencement of the MSRP Human Resources project in partnership with UNDP, providing replacement support for all aspects of human resources management.

**9.7.3** Commencement of MSRP Payroll Systems in partnership with UNDP; start of implementation for local staff in 2004.

**9.7.4** Acquisition of new information technology infrastructure, in support of all systems development.

**9.7.5** Implementation of agreed recommendations from the 2003 review of the management of information technology.

**9.7.6** Streamlining and rationalisation of business processes and procedures in relation to Finance, Budget and Supply Management.