

OPERATIONAL SUPPORT AND MANAGEMENT

| Executive Direction and Management |

The **Executive Office** formulates policy, ensures effective management and accountability, and oversees UNHCR activities worldwide. It designates corporate and operational priorities in consultation with senior management and endeavours to secure political and financial support for the organization. The Executive Office comprises the High Commissioner, the Deputy High Commissioner, the two Assistant High Commissioners for Operations and for Protection, the Chef de Cabinet, and their staff. The Inspector General's Office, the Ethics Office, and UNHCR's office in New York report directly to the High Commissioner and work in close coordination with the Chef de Cabinet.

The **Ethics Office** ensures that all staff members understand, observe and perform their functions consistent with the highest standards of integrity and fosters a culture of respect, transparency and accountability throughout the organization. The Ethics Office also oversees the policy on protection from retaliation for individuals who report misconduct, or who participate in audits, inspections, investigations, or inquiries, or in the work of the Ombudsman.

The **Inspector General's Office** (IGO) supports the effective, efficient and accountable management of UNHCR operations, including through preventive and pre-emptive measures that minimize the need for remedial action; and upholds an environment of integrity in UNHCR by contributing to the maintenance of the highest standards of personal and professional conduct by staff. The IGO also participates in the development of relevant UNHCR policies and monitors their implementation and impact through its inspection, investigation and *ad hoc* inquiry activities.

The IGO was restructured in May 2010, resulting in the upgrade of the Inspection and Investigation Sections to Services. The increase in responsibilities is aimed at strengthening their management and providing balance with other oversight entities in UNHCR.

The results-based management activities contained in the IGO road map have continued to provide direction for all aspects of the work of the Office, notably those aimed at improving the management of UNHCR's programmes. To this end, the IGO is working closely with the Regional Bureaux and Divisions to ensure wider dissemination of good practices and recurrent findings from investigation and inspection missions.

In 2010, the **Inspection Service** undertook standard inspections of UNHCR's operations in Argentina, Burundi, Chile, Indonesia (as well as Timor-Leste), Kenya, Mauritania, Russian Federation, South Africa, and the countries under the purview of the Regional Representations in Pretoria and Brussels. A standard inspection of the Division of Information Systems and Telecommunications User Services Section at

Headquarters (including the DIST Hub in Kuala Lumpur), and an *ad hoc* inspection of an operation in Africa to look into reported management concerns, were also conducted.

An Inspection Review Board (IRB), comprising members mandated to provide an objective analysis of each inspection report, was piloted in 2010. At the end of its trial phase, it was assessed as having enhanced the quality of inspection reports.

One advanced and one basic inspection training workshop were held. The advanced workshop was attended by both IGO and selected non-IGO staff from HQ and field operations. The basic workshop was attended by senior HQ-based colleagues with a view to further expanding the Inspection Service's roster of non-IGO participants who could participate in future inspection missions.

A review of lessons learned from 2010 inspections was undertaken, which resulted in an action plan to adjust the "Conduct of Inspections" methodology in 2011, including further revisions to the Inspection Handbook.

Key findings from inspections and investigations undertaken in 2010 include:

- The effectiveness of the decentralization and regionalization initiatives under UNHCR's reforms needs to be further evaluated in terms of structure, roles and responsibilities;
- Policies and procedures with regard to RSD and resettlement operations need to be reviewed to ensure the existence of an effective anti-fraud mechanism;
- More rigorous efforts are required in some offices to implement UNHCR's 10 Point Plan of Action in order to better address issues related to mixed migration;
- Living and working conditions in some remote field offices still need to be improved to bring them up to UNHCR's minimum standards;
- Team work and team spirit need to be improved in some field operations and Headquarters units, *inter alia* by establishing more transparent and timely decision-making processes;
- Further training and capacity-building is required for programme and field staff, as well as for implementing partners in areas of programme approaches, instructions and tools, standards and indicators, and the results-based management approach to programming; and
- Conflict at the workplace, often caused by managerial shortcomings, should be addressed in a timely and constructive manner through mechanisms involving all oversight actors; such as the use of management reviews led by the Bureaux and *ad hoc* inspections and inquiries.

In 2010, the **Investigation Service** received 1,105 complaints which had to be assessed for possible misconduct. The majority of complaints were linked to protection and assistance activities, and these were referred to the Bureaux. To respond to the need

for improved interaction between people of concern and UNHCR, the IGO is working closely with the Bureaux to determine how to best respond to beneficiaries in a prompt and meaningful manner.

The Service opened 76 cases of alleged staff misconduct in 2010, which represents a decrease of 30 per cent compared to previous years. The decrease is largely the result of a preliminary assessment and screening process. The Service has actively sought to provide guidance to complainants encouraging them, where appropriate, to use alternative conflict resolution mechanisms or to explore managerial actions to address their grievances. Twenty-five per cent of the cases of alleged staff misconduct related to workplace harassment or abuse of authority. A significant increase in the total number of complaints received through online mechanisms was observed.

The Investigation Service dispatched teams to four countries in Africa to look into allegations of workplace harassment, abuse of authority, resettlement fraud and sexual abuse and exploitation (SEA). Following one investigation into allegations of SEA, the Service developed a draft policy and guidelines for the protection of witnesses, who are often vulnerable beneficiaries.

A new *I-sight* case management software was purchased in 2010 to allow more efficient registration, management and tracking of cases. To increase its capacity, the Service provided training in basic investigation techniques for 46 field staff. These colleagues could support future IGO investigations.

An ad hoc inquiry team was dispatched in late August to look into financial management at one Country Office. A report of the findings was submitted to the High Commissioner in September 2010. The Inspector General led a compliance mission to Ethiopia. Overall, compliance in implementing inspection recommendations remained high (approximately 90 per cent) throughout 2010.

UNHCR's office in New York continued to represent UNHCR at UN Headquarters and to promote the organization's policy positions, operations, and concerns. The Office also provided advice to the High Commissioner on evolving political and policy matters and kept Headquarters and the Field informed of developments in New York.

The UN Security Council and the General Assembly are two critical fora where the New York Office advocates for the needs of refugees and other populations of concern to the Office. The Office had a positive impact on critical deliberations and decisions adopted by the Security Council. The Office also supported the presentation of the High Commissioner's Annual Report in the Third Committee of the General Assembly, as well as the presentation at the Fifth Committee relating to the auditor's report and the budget.

The Office provided input to other fora and meetings, in particular those relating to inter-agency coordination, such as the Secretary-General's Policy Committee, the UN Action against Sexual Violence in Conflict, various country-specific task forces, and the Integration Steering Group. In addition, the New York Office sought actively to enhance relationships with the Department of Peace Keeping Operations to advance issues on protection, as well as with the Peace Building Support Office in support of efforts to secure greater funding for implementation of durable solutions. The Office also pursued efforts to reach out to the broader New York community.

In 2010, the **Policy Development and Evaluation Service** (PDES) worked closely with the High Commissioner and the Executive Office to bring greater effectiveness to UNHCR

operations and to ensure that the organization's policies are coherent and consistent. The activities of the Service focused on six key themes: 1) refugees in urban areas; 2) protracted refugee situations; 3) emergencies and natural disasters; 4) humanitarian space; 5) refugee education; and 6) mixed migration.

PDES evaluated the implementation of the urban policy in Nairobi, San José and Dushanbe. The PDES team also undertook evaluations of UNHCR's work in protracted refugee situations in Serbia and the United Republic of Tanzania. The evaluation of the protracted refugee situation in Tanzania was undertaken in close collaboration with the Danish Government.

PDES also reviewed the response to the emergency in Kyrgyzstan and Uzbekistan and UNHCR's involvement in protection in natural disasters. A review of the implementation of results-based management in the Field was also undertaken.

The section conducted a review of UNHCR's work in insecure environments and began to examine UNHCR's relationship with non-State actors. A global review of refugee education was initiated, focusing on the issues of access, quality and protection.

PDES staff met Executive Committee members in February 2010 to discuss the Service's functions and work programme. The Service strives to maintain a close working relationship with Executive Committee members that conduct or commission evaluations of UNHCR programmes, so as to avoid any duplication of activities.

PDES continued to represent UNHCR in the United Nations Evaluation Group (UNEG) and the Active Learning Network on Accountability and Performance in Humanitarian Action (ALNAP). In 2010, PDES published 10 papers in the series "New Issues in Refugee Research". The Service is also a regular contributor to *Forced Migration Review*.

| Deputy High Commissioner |

The Deputy High Commissioner oversees and provides strategic leadership for all functions related to the managerial, financial and administrative running of the Office. In 2010, the focus was on the implementation of a series of wide-ranging structural changes in resource allocations, planning and reporting on operations and human resources management, all aimed at optimizing results-based management in UNHCR. Strong donor confidence resulted in a high-level of fresh contributions, but a strong push is still needed to fully fund the global needs-based budget, set at over USD 3 billion for 2010. The Controller and Director of the Division of Financial and Administrative Management, as well as the Directors of the Divisions of Human Resources Management, External Relations and Information Services and Telecommunications all report directly to the Deputy High Commissioner who also supervises the Heads of the Legal Affairs Section and the Office of Organizational Development and Management and the Ombudsperson.

The **Legal Affairs Section** dealt with UNHCR's non-refugee-law-related legal matters and in this context provided expert advice primarily in relation to questions of privileges and immunities of UNHCR officials, cooperation agreements, cases in the UN internal justice system, commercial contracts, fundraising and procurement, as well as legal issues with host governments.

The major structural and management change reforms, initiated in 2006, moved into the implementation phase, with a focus on consolidation and fine-tuning. This also resulted in the **Organizational Development and Management Service**

(ODMS) transferring responsibility and related staffing resources for anchoring results-based management in operations to the new Division for Programme Support and Management (DPSM) in October 2009. This resulted in a significantly scaled-down ODMS as of 2010, with a complete turn-over of staff in the course of 2010.

ODMS continued to be involved in reviewing the implementation of the various initiatives, and actively provided support and advice for further consolidation and fine-tuning.

ODMS initiated a stocktaking exercise on regionalization in UNHCR in the last quarter of 2010. The aim of the exercise is to review the current status of regionalization and identify lessons learned, good practices and areas which require further strengthening or fine-tuning. The exercise is conducted in close coordination with the Regional Bureaux and concerned field offices. The exercise was still ongoing by the end of the year, and will be completed in the first half of 2011.

In 2009, UNHCR mapped the accountabilities, responsibilities and authorities of country offices, regional offices and Headquarters in the Global Management Accountability Framework (GMAF), which was made available as an on-line tool to all staff. After having received feedback and further reviewed the content, a revised version was finalized in May 2010. To enhance accountability, job descriptions will be revised and updated, incorporating accountabilities, responsibilities and authorities (ARA). To facilitate this process, the pilot exercise of aligning 40 job descriptions with the GMAF accountabilities, responsibilities and authorities was completed in early 2010. Continuation of this process was subsequently handed over to the Division of Human Resources Management to steer and to support the gradual revision of job descriptions into the ARA format.

ODMS continued overseeing the Canadian Consultant Management Initiative (CCMI). Established by the Canadian Development Agency, the CCMI aims to improve UNHCR's management systems by funding small projects that have concrete and catalytic results on operations. In 2010, ODMS vetted submissions, and six projects were approved by the Deputy High Commissioner for CCMI funding.

● *Division of External Relations*

The Division of External Relations (DER) mobilized public and financial support for UNHCR to enable it to meet its global responsibilities for refugees and others of concern to the Office. DER also supported the Office's governing bodies and maintained relations with partners, including those in the UN system and the NGO sector.

The **Donor Relations and Resource Mobilization Service (DRRM)** is responsible for relations with the governmental donor community and resource mobilization from governments, the United Nations and other international and regional bodies. The Service seeks to provide donors with a clear understanding of UNHCR's objectives, resource requirements, achievements, challenges and information on all other issues which might affect donors' funding decisions. To this effect, DRRM organized regular briefings for donors on operations as well as on issues such as the UNHCR reform or the global needs assessment and prioritization process. The Service organized consultations with donors, visited donor capitals, and

facilitated missions for donor representatives to areas of operations.

During the year, the Service coordinated the preparation of the Global Report 2009, the Global Appeal 2011 Update, including for the first time in Arabic, and nine supplementary appeals. These are key documents that generate funds needed for UNHCR's operations worldwide and satisfy the majority of donors' reporting requirements. In addition, the Service prepared special funding submissions and reports for individual donors, and coordinated UNHCR's submissions for multi-agency appeals and inputs to the Consolidated Appeal Process. At the end of the year, DRRM and the ExCom Secretariat organized the annual Pledging Conference in Geneva.

In view of the growing importance of decentralized funding and the increasing role of field operations in fundraising, DRRM intensified its training activities and provided guidance to field offices on how to access pooled and decentralized funds at the field level, as well as emergency response funds.

The **Private Sector Fund-raising Service (PSFR)** raises awareness and funds for UNHCR's programmes, engages the public to increase support for refugees and strengthens the Office's image. The service supports fund-raising operations in 12 countries in Asia, the Americas, Europe and the Middle East through a network of national associations and country offices, coordinated by regional fund-raising officers based in Brussels, Bangkok, Rome and Washington DC.

PSFR directs fund-raising market development and manages the Investment Growth Fund as well as international corporate and foundation partnerships. An unprecedented amount of USD 68.8 million was raised in 2010 from individuals, corporations and foundations globally (plus an additional contribution of USD 3.9 million from the UAE Red Crescent).

Among the most effective of PSFR's individual fund-raising strategies is the street fund-raising advocacy programme, otherwise known as 'face-to-face fund raising'. Teams of fundraisers in numerous cities around the world approach individuals to inform them of refugee issues and ask them to support the organization financially through monthly gifts. On average, it is estimated that a monthly donor will stay with the organization, providing unearmarked funds, for five to seven years.

To ensure future growth and predictable revenue, PSFR continues to develop and test new fund-raising programmes in different markets, including direct response television, a technique where large audiences are exposed to television commercials focusing on the organization's humanitarian work and asking for financial support.

The **Communications Service** disseminated information about UNHCR's work and advocated on behalf of all people of concern. In 2010, the Service oversaw the work of the Goodwill Ambassador's Programme; redesigned and relaunched UNHCR's global French-language website; further expanded UNHCR's use of social media, brought to near-finalization ongoing work on rebranding; undertook a new multimedia features initiative; supported global campaigns, including for World Refugee Day; and further reinforced UNHCR's reputation and authority among media as a leading source of humanitarian news and information.

The News and Content Section produced twice-weekly briefing notes for dissemination via the UN's press briefings, daily updates of UNHCR's major online sites, and issued press

releases, media packages, and other news materials throughout the year. News content was dominated by UNHCR's response to widespread flood-induced displacement in Pakistan, to the emergency in Kyrgyzstan, to the ongoing Somalia emergency, and to the situations in Yemen and DRC. Regular filming and photo missions were undertaken in support of this and other coverage.

The relaunch of UNHCR's French-language website resulted in a steady increase in visitors. Together, UNHCR's French- and English-language websites had by end year attracted in excess of 30 million visitors, while its Twitter and Facebook audiences together exceed 1.1 million followers—greater than any other UN organization.

The Photo Unit received and disseminated pictures internally to UNHCR publications, and externally to UNHCR's online sites, media, NGO partners and educational institutions. A Statelessness photo exhibition was compiled and premiered, and will be further used in 2011.

UNHCR, together with the Norwegian Refugee Council and the Governments of Norway and Switzerland raised the profile of the Nansen Refugee Award through a major event in Geneva and media support for prize-winner Alixandra Fazzina.

The **Secretariat and Inter-Agency Service (SIAS)** supports the work of UNHCR's Executive Committee and acts as the focal point for the Office's collaboration with the UN coordination bodies, other international and intergovernmental organizations NGOs and other stakeholders. The Head of the Service is supported by the Secretariat and the Inter-Agency Unit, and serves as Secretary of the Executive Committee.

In 2010, the Service provided conference services for meetings of the Executive Committee as well as for the High Commissioner's Dialogue on protection gaps and responses and organized the annual consultations with NGOs; drafted and coordinated reports for UN governance bodies such as the General Assembly and the Economic and Social Council; and sought to ensure that decisions, conclusions and resolutions of UNHCR's governance bodies reflected the Office's objectives. It edited and translated official correspondence and Executive Committee documents; advised on protocol matters; collaborated on quality assurance of the Global Appeal and Global Report; prepared UNHCR's contributions to various yearbooks and academic publications; and maintained a master calendar of meetings.

UNHCR's principal governance report, the annual report of the United Nations High Commissioner for Refugees, drafted and coordinated by SIAS, was well received in the General Assembly Third Committee, as were oral reports on the coordination aspects of UNHCR's work and the Office's contributions to the Secretary-General's reports on *Assistance to refugees, returnees and displaced persons in Africa* and on the *Status of internally displaced persons and refugees from Abkhazia, Georgia, and the Tskhinvali region/South Ossetia, Georgia*. The Service contributed, through the Inter-Agency Standing Committee, to the humanitarian reform process; the inter-agency cluster approach to internal displacement; the debate on humanitarian space; humanitarian response; food security and climate change; the follow-up to the Secretary-General's High-level Panel on System-wide Coherence, and the Resident and Humanitarian Coordinator systems.

SIAS also served as a bridge between NGOs and UNHCR at a strategic level. It promoted more effective cooperation with NGOs and actively promoted a new approach to enhance partnership with national and local organizations and communities.

The **Records and Archives Section (RAS)** is responsible for the management and preservation of the Office's current and historical records. Records are created and filed to facilitate ongoing work of the Office; to provide accountability for internal review by managers and auditors; and to substantiate the Office's response to external review of UNHCR activity. *Livelink* is UNHCR's enterprise content management system. In February 2010, RAS began implementing *Livelink* in 24 countries in Europe. The implementation will be completed in April 2011, providing a common space to share information in a secure way through all Offices in the region.

During 2010, 600 internal and external researchers accessed UNHCR's archived records. The number of researchers requesting information and visiting the archives has increased steadily since the archives were opened to external researchers in 2000. External researchers include scholars, lawyers, and journalists from around the world, as well as former refugees who contact UNHCR to obtain documents or to prove their status as refugees in the past.

• Division of Human Resources Management

In 2010, the **Division of Human Resources Management (DHRM)** completed a structural review to determine whether the Division was properly configured to implement the new assignments and promotion elements of the human resources reforms. The review recommended the strengthening of the career management function. A new Policy and Procedures on Assignments (PPA) was issued in June.

During 2010, the **Career Management Support Section (CMSS)** provided individual career counselling to professional staff members and delivered eight Career Transition Workshops for more than 170 staff. With the introduction of the new PPA, CMSS assessed the suitability of applicants for posts. The Section continued to arrange for temporary assignments for staff members in need of placement. The Performance Management Unit guided staff and managers with the finalization of the first cycle of performance reports. A calibration project was initiated, taking advantage of lessons learned from the first year of the electronic performance appraisal system. CMSS continued to provide support to the new Performance Appraisal Management System (PAMS), which saw a 93 per cent compliance rate for the 2010 mid-year review period. The new PPA increased DHRM's involvement in the assignment of international staff, and expanded the number of applicants eligible for positions.

The **JPO Unit** brought into UNHCR in 2010 some 89 JPOs from 16 sponsoring countries. However, in 2010 the total number of JPOs fell to its lowest level in 14 years. UNHCR operations continue to benefit from the high quality of JPOs selected, while donor governments are eager to see the impact that the new recruitment strategy will have on JPO retention.

Following introduction of the Policy on Achieving Gender Equity in UNHCR, the new gender and diversity scorecard, an intranet-based tool, was launched in February 2010 for staff, and made available to Executive Committee members. In 2010, the **Policy Section** began the revision of the Staff Administration and Management Manual, due to be completed in 2011. In addition to the new PPA, other key HR policies issued in 2010 include those related to work-life balance and careers of staff, such as the policies on Special Leave Without Pay, Flexible Working Arrangements

and Inter-agency Movements. The Section continued to participate in various UN fora such as the HR Networks of the Chief Executives Board for Coordination and its working groups, such as the Working Group on the Staff Rules Revision; the Working Group on HR implications on the Security Level System; and the Working Group on Disability. On conditions of service, UNHCR advocated in various inter-agency fora for maintainance of the current level of compensation for staff working in difficult duty stations away from their families.

Since June 2010, DHRM has worked to improve and streamline internal communications on personnel issues. The communications strategy has included redesign of personnel information available on the intranet; increased communications and publications from DHRM to inform staff on their rights and obligations; as well as production of 14 webstories on HR-related issues and several FAQ papers. In September, preparatory work for the next Global Staff Survey in 2011 started by collecting and analysing the updates of the respective action plans from 2009.

The **Medical Service** continued to monitor the health of UNHCR staff to ensure a healthy workforce and to limit the impact of the health risks. During 2010, the Service redesigned medical examination forms to improve the quality of information provided by staff members and by the examining physician, enabling better analysis of the data. Efforts to streamline forms and procedures were initiated, and laboratory equipment was replaced, using funds which would have been necessary for maintenance of the old machines. A mission was undertaken to Haiti and the Dominican Republic for the purpose of vaccinating staff and dependants against cholera. In addition, monitoring missions were undertaken to Azerbaijan, the Democratic Republic of the Congo, Djibouti, India, Uganda, the Russian Federation and Thailand.

The **Staff Welfare Section** increased its field presence through the creation of regional Staff Welfare Officers in Islamabad and Kinshasa to provide support to colleagues in Afghanistan, Chad, the Republic of the Congo, the Democratic Republic of the Congo, Gabon and Pakistan. Training in basic counselling skills was provided to 100 staff to reinforce the Peer Support Network. In addition to a number of support missions to UNHCR operations worldwide, two Staff Welfare Officers were deployed to Haiti and Santo Domingo after the earthquake to support UN colleagues. Client service orientation training was provided to human resources staff in field offices.

In 2010, the **Personnel Administration and Payroll Section** (PAPS) implemented projects designed to: simplify personnel processes, including separations and electronic pay slips; provide information on personnel policies including rules and regulations to staff; deliver training to personnel and administrative staff and senior managers; and improve the *PeopleSoft* HR Module.

In December 2010 the Staff Management Consultative Council (SMCC), the forum for management and staff association representatives from the Field and Headquarters, held its third meeting in Geneva. Issues discussed included management training, management of conflict including harassment, work-life balance, living and working conditions in hardship duty stations, and career development of locally recruited staff.

To support improved performance and accountability, UNHCR increased its investment in staff and partner capacity-building. Since mid-2009, the coordination of learning activities has been centralized at the Budapest-based **Global Learning Centre** (GLC). The GLC is staffed by functional experts teamed with professionals in adult education, and instructional design and technology. The availability of learning opportunities at all levels was significantly increased. This was achieved through the development of on-line courses; the training of a corps of expert facilitators from among subject-matter experts; and greater cost effectiveness from the use of modern technology.

In 2010, over 4,800 staff members, and 500 UNVs took part in learning programmes, along with 177 other partners. An additional 20,000 staff and partner staff participated in locally organized training events. Among the hundreds of courses provided, over 1,400 learners participated in protection-related training; some 2,500 learners participated in 28 security-related courses; and over 4,600 and 220 participated in finance- and supply management-related courses respectively.

The GLC launched a new management learning programme for junior managers to complement the existing programme for middle managers. In 2010, the GLC also increased its participation in the planning and development of inter-agency training programmes, such as on the Rule of Law.

The special staff costs budget covers the salaries and related costs of staff members who are on special leave with full pay. In addition, a specific budget for temporary positions covers the salaries and related costs of staff members who are on temporary assignments. No voluntary separation programme was adopted in 2010; however, a limited number of separations were approved to mitigate the effects of post cuts and decrease the number of staff in between assignments.

• *Division of Financial and Administrative Management*

The **Division of Financial and Administrative Management** (DFAM) establishes and maintains the framework within which UNHCR makes optimal use of the financial resources at its disposal. It is also responsible for maintaining and improving the financial and management controls of the organization. The Division comprises: the Office of the Controller, including the Audit Coordination Unit and the IPSAS Unit; the Programme Budget Service; and the Financial Control, Treasury and General Services Sections.

In 2010, DFAM continued to monitor that management directives in UNHCR are implemented. Further improvements are required to ensure full compliance in this area. DFAM also supported field operations through targeted field missions and developed new financial country reports that are shared with all operations on a quarterly basis. Preparation work also began to strengthen the established control environment. The introduction of an Independent Audit and Oversight Committee is expected in 2011.

An assessment of the requirements to establish an enterprise risk-management platform began in 2010, and will continue in 2011. The objective is to develop a more formal risk-assessment matrix in the organization.

The **Office of the Controller** retained responsibility for financial policy, audit coordination, the Headquarters Committee on Contracts, finance systems and business process re-engineering. In 2010, the Office of the Controller initiated a project to review implementing partner management practices in UNHCR, as well as to compare them with other UN agencies. The findings and recommendations of the project will be presented in 2011.

Consistent with the rest of the UN system, UNHCR proceeded with its transition from the United Nations System Accounting Standards (UNASAS) to the International Public Sector Accounting Standards (IPSAS). The **IPSAS Unit** seeks to ensure that UNHCR issues IPSAS-compliant financial statements by 2012, which entails policy, procedural and systems changes that extend beyond accounting and finance. In 2010, considerable efforts were put into reinforcing the project with adequate human resources. An experienced project manager was recruited together with expert resources. By the end of the year, several IPSAS-compliant policies had been finalized, most notably those related to property, plant and equipment, as well as inventories.

The **Audit Coordination Unit** worked with the newly appointed Board of Auditors on the strategy for auditing the 2010 financial statements and beyond. It continued to follow up on open audit recommendations. The Unit ensured that UNHCR's reporting to the Executive Committee was risk-based and covered the following main risk areas identified by the UN Board of Auditors in 2008 and 2009: implementing partner audit certification; asset management; contributions; and funding of end-of-service liabilities. The Unit also continued to provide audit information to staff and senior management to ensure that key recommendations are implemented so as to improve operational management, in line with the overall audit direction.

The **Programme Budget Service (PBS)** is responsible for ensuring the alignment of UNHCR's financial resources with the organization's objectives. In 2010, it provided strategic advice on the allocation of resources in UNHCR and facilitated the Annual Programme and Mid-Term reviews. To support rapidly evolving operational circumstances, PBS organized 37 Budget Committee meetings and issued 398 Budget Committee decisions in 2010. It revised the terms of reference of the Budget Committee and began revising other parts of UNHCR's Resource Allocation Framework. PBS also prepared budgets and budgetary reports for UNHCR's regulatory and governing bodies. It contributed to the instructions on planning, implementation, budgeting and reporting, and monitored compliance. It revised *PeopleSoft* and *Focus* reports in accordance with the new budget structure and results framework. In addition, it contributed to the development of a new budgeting design in *Focus*.

The **Financial Control Section (FCS)** is responsible for the preparation of the statutory accounts; the organization's financial information and reporting; as well as for rendering support to field offices and Headquarters on accounting and finance-related issues. In 2010, FCS focused on monitoring the timely reporting and recording of expenditures by implementing partners against advance payments. It also closely monitored compliance with implementing partner audit certification and assessed the financial impact of qualified audit opinions. FCS contributed to the ongoing streamlining of centralized payment processes in a number of countries. The Section also supported several country

offices in carrying out outstanding bank reconciliations, as well as receivables and payables reconciliations.

The **Treasury Section** is responsible for managing cash, and safeguarding and controlling global cash flows. This includes managing high volumes of foreign exchange exposure in a US dollar-denominated environment. In 2010, financial markets around the globe experienced unprecedented volatility. Risk management measures in UNHCR were successfully applied to ensure that foreign exchange exposures were minimized and cash and investments safeguarded. Despite turbulent financial markets, low interest rates and high foreign exchange volatility, UNHCR made a net foreign exchange gain on transactions and earned interest substantially above the benchmark. UNHCR also further improved its cash management processes by providing centralized electronic banking solutions to selected countries.

The **General Service Section (GSS)** is responsible for managing buildings, warehouse and parking space at Headquarters in Geneva, the security of staff and facilities at Headquarters; as well as the administration of mail, office supplies and travel services at Headquarters. In 2010, GSS continued to rationalize office space and create additional work stations. In 2010, GSS also improved the security and safety of staff and premises by reinforcing the security team at Headquarters. This included clarification of security governance structures and better monitoring of the partnership with the United Nations Office at Geneva which provides security services to UNHCR. GSS also reinforced UNHCR's fire preparedness at Headquarters. In 2010, GSS continued to reform travel procedures.

The United Nations **Office of Internal Oversight Services (OIOS)** provides internal audit services to UNHCR. In 2010, the Audit Section comprised 14 staff located in Geneva, Nairobi and Senegal. The major administrative challenge in 2010 was recruitment, with vacancies running as high as 50 per cent during parts of the year, owing to problems with the recruitment system used by OIOS for hiring staff.

OIOS used a risk-based methodology to prioritize audit activities, which also involved discussion with other oversight bodies to maximize coverage of operations and minimize duplication. OIOS issued 19 reports in 2010 containing 260 recommendations, 110 of which were implemented the same year.

Headquarters activities included audits of: partnerships; the cluster approach for internally displaced persons (IDPs); Common Humanitarian Funds; procurement; the *Focus* system; and staff in between assignments (SIBAs). Issues identified include: the need to establish mechanisms for ensuring that implementing partners (IPs) who have not performed are excluded from future agreements; ensuring that the *Focus* system meets user requirements and that it is implemented in a cost-effective manner; developing an organizational strategy to tackle SIBAs; reviewing whether cluster roles and responsibilities have been adequately reallocated within UNHCR as a result of the mainstreaming; and improving accountability by clarifying roles and responsibilities for overall management of supply.

Audits of field activities covered operations in Africa, Asia, the Middle East and Europe. Issues identified included: dealing with the selection, performance monitoring and capacity-building of IPs, especially when they are involved with procurement; strengthening compliance with rules on procurement and asset management; ensuring that IPs have the capacity to deliver; improving coordination between country and field offices;

improving the handling of value-added tax exemptions and refunds and assisting offices undergoing downsizing.

◉ *Division of Information Systems and Telecommunications*

During 2010, reform of the **Division of Information Systems and Telecommunications** (DIST) – the final part of UNHCR's overall structural and management change process – got underway. UNHCR's information and communications technology (ICT) services are being restructured with a view to further strengthening support to the Field through a decentralized structure and the creation of a field-based ICT hub. This will be implemented in 2011 with additional streamlining, outposting of relevant functions and provision of managed services.

The mainstreaming of the *Focus* application advanced in 2010. Project governance of the application development was strengthened with development responsibility transferred from DPSM to DIST.

During 2010, *PeopleSoft* underwent improvements, including: full implementation of the new Results Framework and integration with *Focus*; integration with *Learn and Connect*; delivery of phase one of IPSAS compliance for inventory, property, plan and equipment; and migration to a new hardware platform which improved performance at reduced cost.

DIST has continued to work on an upgraded version of UNHCR's standard refugee registration system *proGres*, to ensure that it continues to meet the organization's needs, is adaptable to new policies and compliant with UN guidelines on data protection.

Further enhancements to the UNHCR intranet were put in place in 2010, and an upgrade to the most recent version of web content management software is planned for 2011.

To ensure that ICT activities are aligned with UNHCR's strategic objectives, an ICT Portfolio Office was established in 2010, to provide governance and project management support for ICT projects. This office supports the ICT Governance Board (ICTGB), the Business Owners Committee (ICTBOC), as well as sponsors and managers of ICT projects.

In 2010, DIST completed the implementation of UNHCR's wide-area-network (WAN), providing stable connectivity for voice and data communication to 57 field offices. To improve staff welfare, DIST also inaugurated a low-cost telephone solution (Skype) in 57 locations in 2010.

UNHCR's VSAT network continued to grow in 2010, with 110 field offices enjoying stable and cost-effective satellite connectivity for voice and data. Many field locations also benefited from Voice over Internet Protocol solutions in 2010, improving telecommunications capacity. DIST also upgraded 178 local area networks (LANs) in the Field, and coordinated cost-effective outsourcing agreements with suppliers for over USD 5 million worth of IT procurement.

Although mainstream IT training is now managed by the GLC, specialized IT training continues to be provided by DIST technical experts.

In 2010, DIST provided ICT services to the emergency operation in Kyrgyzstan, which included the deployment of radio, satellite and business automation equipment. ICT resources also helped support the IDP operations in Pakistan, as well as the Pakistan flood emergency operation, including the

implementation of the enhanced common UN radio communication systems for staff security purposes. The first pilot high-definition video conference over VSAT, between HQ and Islamabad, took place in 2010.

The Global Service Desk (GSD) continues to offer 20-hour support to UNHCR staff globally from the Geneva and Kuala Lumpur support hubs. The introduction of improved tools and technical systems in 2010 led to better services for users. The total number of requests for support and service recorded in 2010 was 30 per cent higher than in 2009, with 66 per cent recorded from outside of Headquarters. The GSD resolved 52 per cent of all incoming requests for support and service, while the remainder were handled through technical units.

Assistant High Commissioner for Operations

Challenges in implementing operations worldwide were addressed by the Regional Bureaux under the leadership of the Assistant High Commissioner for Operations (AHC-O). These included emergency responses in Africa, the Magreb, the Middle East, Central and South Asia, Europe and the Americas for a multitude of situations involving refugees, internally displaced persons, mixed flows and, sometimes, at the request of affected governments, natural catastrophes. At the same time, work continued to revamp emergency response, supply chain and programme systems in order to increase the organization's capacity to cope with simultaneous crises and new challenges in a fast-evolving operational environment. The process of adaptation has been demanding, but many lessons have been learned, allowing for critical adjustments, including the improvement of deployment rosters and the re-training of mid-level and senior staff to manage complex and high-risk operations. Particular focus was put on ensuring coherence between programme management support in resource planning and allocation, and technical assistance for Bureaux needs. Missions by the AHC-O to Chad, Colombia, the DRC, Ecuador and Georgia helped to fine-tune protection and assistance interventions, particularly in non-camp situations, and to further links with other UN agencies on relief-to-development transitional initiatives. Special attention was given to strengthening and expanding partnerships with local and national NGOs, which have a comparative operational advantage in complex, high-risk environments. A pilot project is under preparation to assess the capacity-building needs of local and national partners, and to invest in developing their management skills and accountability.

◉ *Division of Programme Support and Management*

The **Division of Programme Support and Management** (DPSM) consists of four sections plus the *Focus* project. DPSM provides support in the areas of programme management, early recovery, transition, reintegration, livelihoods, environment, public health, HIV and AIDS, food security, nutrition, water, sanitation and hygiene promotion, data management and registration, as well as UNHCR's engagement with IDPs and the cluster approach.

The **Programme Analysis and Support Section** continued to support and oversee UNHCR's results-based programme

management system, assisting the organization to prioritize its activities and use available resources effectively. It worked to ensure adherence to policies, priorities and standards through the issuance of programme management instructions and guidelines and undertook global analyses of country plans to determine trends. The Section also managed the programmatic aspects of global partnerships, supporting operations in managing partnerships and planning with others.

The **Operational Solutions and Transition Section** provided support to field operations with regard to durable solutions, peacebuilding, livelihoods, physical planning, environmental issues and emergency shelter. Major achievements in 2010 included: the launch of the Transitional Solutions Initiative, in partnership with UNDP to link relief to development; the development of multi-year livelihood strategies in 11 operations; the establishment of 31 Community Technical Access centres in 13 countries; the development of a new family tent for emergency operations; the coordination of the global emergency shelter cluster for policy and strategy development; and the introduction of fuel-efficient stoves and solar lighting in seven operations in Africa, leading to the launch of the “Light Years Ahead” initiative. Partnership was strengthened with UNDP, ILO, World Bank, IFRC, JICA, the Women’s Refugee Commission, NRC, DRC, the Shelter Center and the private sector.

The **Public Health and HIV Section** continued to provide strategic guidance and technical support to operations to ensure quality programmes in public health, HIV, nutrition and water, sanitation and hygiene (WASH) in both camp and urban refugee programmes. Monitoring was improved, facilitated by the web-based health information systems, and strong partnership was maintained with WFP and UNAIDS. In addition, the Section continued to contribute to the global health, nutrition and WASH clusters; the Inter-agency Standing Committee Working Group on HIV; and a reference group on Mental Health and Psychosocial support.

The **Field Information and Coordination Support Section** (FICSS) provided support and technical advice on the use of operational and population data. Operational data management integrates data collection and analysis, and is conducted through refugee registration and IDP profiling, surveys, collection of population statistics, analysis of standards and indicators data, and the use of geographic information. In 2010, FICSS finalized requirements for a new version of the UNHCR registration software, *proGres*. FICSS worked with the Joint IDP Profiling Service (JIPS), an inter-agency technical unit established to support country teams undertake IDP profiling. JIPS supported UNCTs, NGO partners, and national governments on various aspects of IDP profiling. In the context of the Camp Coordination and Camp Management cluster (CCCM), FICSS assured technical and cluster coordination support for field operations while reinforcing staff response capacity through technical and leadership skills training. Furthermore the Section led the organization’s technical inputs in inter-agency efforts to harmonize needs assessments processes; enhance information management activities; and improve the use and standardization of geographical information data sets for use in emergencies.

Following the introduction of the results-based management software *Focus* and related global needs assessment to all operations for 2010 planning, the *Focus* project team led a

stocktaking exercise involving key users from operations worldwide. Based on this exercise, requirements for the further development of the software were prepared, the plan for *Focus* Phase 2 was finalized and a governance structure for project management was established. In 2010, major enhancements were made to the software to address issues related to software stabilization and its interface with MSRP. Other enhancements related to simplification and enabling the reporting of results in *Focus* through the mid-year and at the end of the year.

• *Division of Emergency, Security and Supply*

The new **Division of Emergency, Security and Supply (DESS)**, was established in 2009 to boost the organization’s emergency response capacity, strengthen its supply chain management, and improve its staff safety and security coverage system. It made significant progress toward these goals in 2010. The Division consists of the Supply Management Service (SMS), the Emergency Preparedness and Response Section (EPRS) and the Field Safety Section (FSS).

In 2010, DESS developed a new organizational approach to emergency response, based on the results of its 2009 review and the Plan of Action for 2010. This new approach allows UNHCR, in response to each emergency, to draw on the entire range of internal resources and expertise available throughout the organization. Furthermore, it bolsters the policy and support services provided in relation to emergencies to the Bureaux through research and development of procedures, new technology and practices. The reconfiguration of the emergency section will begin in 2011.

Throughout 2010, **Emergency Preparedness and Response Section (EPRS)** continued to provide contingency planning and preparedness support, both internally and within the IASC fora. EPRS further administered emergency deployments (236 staff to 41 countries), primarily to Kyrgyzstan and Pakistan. EPRS deployed staff to refugee emergencies and internal displacement situations, as well as to natural disasters, when requested.

The **Field Safety Section (FSS)** built on the measures put in place in 2009 to strengthen field safety. This included the administration of the high-level Security Steering Committee. This committee was created by the High Commissioner to review operations in which staff, beneficiaries and activities are judged to be at high risk.

A comprehensive security training plan provided training for staff in high risk operations, the security management learning programme, hostage incident management training and training on security analysis for field safety advisors (FSAs) and for drivers of armoured vehicles.

Field support remained a priority with outposted FSAs spending an average of 215 days each in operations, including new situations in the Central African Republic, Chad, the DRC, Kenya, Kyrgyzstan and Sri Lanka. FSS missions also supported security assessments in Afghanistan, Burundi, Greece, Kazakhstan, Lebanon, Pakistan, Philippines, Romania, Sudan and Tajikistan.

Advocacy in the Inter-Agency Security Management Network and with the UN Department of Safety and Security helped to promote an understanding of UNHCR’s priorities. UNHCR began implementation of the new UN security level system. A new manual on the security of persons of concerns will be completed in 2011.

With the restructuring of the **Supply Management Service (SMS)** completed in 2010, the Service put in place procedural and process changes to improve the effectiveness and timeliness of delivery to persons of concern. The restructured SMS now consists of three distinct pillars; the Operational Support Section; the Infrastructure Support Section; and the Business Support and Oversight Section.

In mid-2010, SMS started work on a three-year plan of action, building on the interim plan for 2010-2011, with the aim of further improving UNHCR's supply management through five critical success factors, measured through key performance indicators.

In 2010, SMS supported the operations in Kyrgyzstan, Pakistan, and elsewhere with supply staff, guidance and expertise. Other achievements include the implementation of IPSAS for supply and procurement and the publication of *UNHCR's Core Relief Items Catalogue*.

Assistant High Commissioner for Protection

The Assistant High Commissioner for Protection (AHC-P) oversees protection policy development, advocacy for the rule of law, and implementation of standards, as well as the integration of protection priorities into management and delivery of field operations in a coherent and consistent manner. Main areas of concentration are State asylum practices, asylum/migration-linked initiatives, protracted refugee situations and solutions strategies.

The Assistant High Commissioners for Protection and Operations jointly chair regular meetings with all Bureau Directors and Directors of support divisions to consult on cross-cutting protection policy and operations management issues. The Annual Programme Review also directly involves the AHC-P.

The AHC-P oversees the activities of the Division of International Protection (DIP) and interacts with the Policy Development and Evaluation Service (PDES) on protection policy issues. The range of management responsibilities attached to the office of the AHC-P includes membership of the Oversight Committee and the Learning Governance Board, as well as the Senior Appointments Committee.

In 2010, the AHC-P led the Office's efforts to enhance protection capacity to address existing and emerging protection challenges. The initiative targets the three areas of staffing, learning and partnerships. It has, in the first instance led to the creation of 42 protection positions in key operations throughout the world and will further entail a detailed assessment of longer-term protection staffing needs of the organization. In the area of learning and partnerships, the initiative is directed at improving staff and partner access to structured protection learning programmes adjusted to emerging organizational responsibilities. Finally the initiative is leading to expanded protection partnerships with existing and new providers.

The Office of the Assistant High Commissioner for Protection also oversaw the protection side of preparations to commemorate in 2011 the 60th anniversary of the 1951 Convention relating to the Status of Refugees and the 50th anniversary of the 1961 Convention on the Reduction of Statelessness. The objectives of the commemorations include renewing international consensus around the basics of

protection; promoting a new dynamic underpinned by core principles and values; making marked progress in reducing statelessness; and raising the profile of displacement and statelessness. The 2010 High Commissioner's Dialogue on "Protection Gaps and Responses", provided an important forum to identify and build consensus on existing gaps and set the foundations for the Commemorations programme of activities throughout 2011.

In the area of asylum and migration, the Office of the AHC-P worked closely with States to promote the development of comprehensive regional approaches to respond to the needs of refugees and asylum-seekers travelling as part of mixed migration flows. This entailed chairing a series of regional consultations processes together with IOM. Taking inspiration from UNHCR's 10-Point Plan of Action on Refugee Protection and Mixed Migration, the broad outlines of a regional cooperation framework for the South-East Asian region was developed in 2010 and broadly endorsed by countries in the region.

The AHC-P continued to oversee the implementation of the accountability framework for age, gender and diversity mainstreaming. Guided by the recommendations flowing from a review of the implementation of the framework in 2009, the AHC-P led broad internal consultations in the second quarter of 2010 identifying areas where additional specific initiatives are needed to move AGDM forward in UNHCR within a framework of eight thematic areas corresponding to the main areas in need of strengthening. This "Forward Plan" for AGDM will be implemented in the coming two to three years.

Throughout 2010, the AHC conducted eight missions across Africa, Asia, the Middle East and Europe. The objectives included: promoting UNHCR's 60th anniversary programme; strengthening cooperation with States and other partners on asylum/migration issues and the operationalization of the 10-Point Plan of Action, including through comprehensive regional approaches; promoting initiatives to strengthen UNHCR's protection capacity, review protection issues in the context of UNHCR's protection cluster lead and assess the feasibility and opportunities for the piloting of the urban refugee policy. Diplomatic advocacy was a consistent focus of the missions, notably to keep UNHCR offices on an acceptable protection footing.

• Division of International Protection

The **Division of International Protection (DIP)** is composed of three "pillars": Policy and Law, Protection Operational Support and Comprehensive Solutions. Together, they develop global protection policy; contribute to the progressive development of international law and standards in the area of forced displacement; provide guidance on complex international law and protection policy issues pertaining to all categories of populations of concern and UNHCR's operations; lead the age, gender and diversity mainstreaming approach from a protection perspective; and provide support to field operations and Headquarters entities on protection policy, legal and operational matters relating to forced displacement, both from a protection and a durable solutions perspective.

The **Office of the Director** provides leadership to the Division in regard to legal and policy formulation and operational support interventions. In 2010, apart from providing

daily support to Bureaux and Field operations, DIP produced 29 legal and policy papers, four eligibility guidelines, seven papers for the Executive Committee, as well as ten other all- and staff communications relating to protection issues.

DIP also provided background information and analysis for the 2010 High Commissioner's Dialogue on "Protection Gaps and Responses." The Dialogue focused on international cooperation, burden-sharing and comprehensive regional approaches; implementation and normative gaps; and issues relating to statelessness. The discussions and outcomes of the 2010 Dialogue will feed into the intergovernmental event at ministerial level to be held in Geneva in December 2011 at the end of the 2011 Commemorations programme.

Pillar I of DIP is divided into the following units: Protection Policy and Legal Advice, Refugee Status Determination, Statelessness, Protection Information, Asylum and Migration, Human Rights, and Protection and National Security.

The **Protection Policy and Legal Advice Unit's (PPLA)** worked to advance the rights and protection of people of concern to UNHCR through engagement in the development and monitoring of international, regional and national law and standards. In 2010, PPLA provided advice and comments to national governments on draft national laws, to international bodies engaged in negotiating relevant international treaties, and provided doctrinal support for intervention as a third party in up to 30 court interventions at international, regional and national levels. In addition, PPLA issued a judicial engagement strategy as well as a research strategy, to form the basis of further engagement on protection issues. In particular, PPLA issued a guidance note on refugee claims relating to victims of organized gang violence and hosted an expert roundtable on refugee claims relating to sexual orientation and gender identity.

States bear the primary responsibility for determining the status of asylum-seekers on their territory. In countries where a national asylum procedure does not yet exist or cannot yet be considered fair and efficient, UNHCR conducts refugee status determination (RSD) under its mandate to ensure the protection of asylum-seekers and refugees. **The RSD Unit** seeks to enhance the protection provided through refugee status determination by strengthening and harmonizing the quality and integrity, efficiency and fairness of RSD procedures and decision-making. The Unit oversees and evaluates RSD procedures, monitors and analyses RSD trends and issues, and supports and capacitates UNHCR RSD operations and State systems by providing RSD advice and training, including in the context of emergencies.

In 2010, **the Statelessness Unit** supported field offices in developing responses to statelessness and provided technical advice on nationality legislation and other doctrinal issues. New guidance for field offices and partners on what activities can be undertaken to address statelessness was issued in *UNHCR Action to Address Statelessness – A Strategy Note*.

Major efforts were undertaken by the Unit in 2010 to develop guidance on key standards in the area of statelessness. This included the organization of two expert meetings on doctrinal issues, to discuss the definition of stateless persons under international law and how a person can be determined to be stateless and granted a status at the national level.

The upcoming 50th anniversary of the 1961 Convention on the Reduction of Statelessness generated momentum for accessions to this Convention and the 1954 Convention relating to the Status of

Stateless Persons. Two brochures on the Conventions were published to aid these efforts: *Protecting the Rights of Stateless Persons: The 1954 Convention relating to the Status of Stateless Persons* and *Preventing and Reducing Statelessness: The 1961 Convention on the Reduction of Statelessness*.

Greater awareness about statelessness and interest in resolving it was fostered through the organization of regional expert meetings on statelessness in the Middle East and North Africa and in South-East Asia. Sessions on statelessness were also held during the High Commissioner's Dialogue in December and the Annual NGO Consultations.

The Statelessness Unit also continued efforts to strengthen the capacity of field-based staff and partners to work on statelessness. Forty staff and partners from 20 countries participated in two thematic protection learning programmes on statelessness in 2010. A *Teaching Guide on Statelessness* was published as a tool for lecturers to incorporate statelessness into new or existing courses.

In 2010, the **Protection Information Unit** disseminated protection information with the aim of ensuring high-quality refugee status determination (RSD). The Unit produced country-specific policy guidance to assess the international protection needs of asylum-seekers from Afghanistan, Colombia, Somalia and Sri Lanka. The Unit also conducted research on specific queries concerning conditions in countries of origin and published several country briefing folders. Background documents on countries of origin were drafted in collaboration with external research entities, such as the Austrian Centre for Country of Origin Documentation and Research and the UK-based Country of Origin Research and Information (CORI). The Unit prepared the Protection Manual Update No. 3.

The Unit continued to manage and monitor *Refworld*, which now receives approximately 4 million document views per month. *Refworld* was significantly improved by the inclusion of updated thematic and country-related positions, up-to-date country-of-origin information (COI), national and regional legislation and case law. Training was provided to UNHCR staff, as well as government counterparts, policy makers and national judiciary, on COI research and evidence assessment methodology, as well as how to use *Refworld*. In addition, the Unit continued to promote international standards in evidence assessment and tools in RSD/asylum adjudications. To this end, the Unit represented UNHCR in international fora pertaining to the collection and assessment of country-of-origin information, including the Independent Advisory Group on COI in the United Kingdom, the Intergovernmental Consultations of the COI Working Group, the Working Group on Common Guidelines for Fact-Finding Missions, the European Asylum Curriculum, the EU COI Portal, and the CORI international conference in the United Kingdom.

The principal objective of the **Asylum and Migration Unit**, which was established in March 2010, is to assist States and other stakeholders to develop protection-sensitive, comprehensive and collaborative refugee protection and migration policies and practices. For this purpose, the Unit is developing legal and policy guidance as well as practical tools on issues relating to the interface between refugee protection and international migration. As part of a 'toolbox for comprehensive approaches', the Unit produced protection policy papers, including *Maritime Interception Operations and the Processing of International Protection Claims* and *The return of persons found not to be in need of international protection – UNHCR's role*.

The Unit continued to promote global and regional consultative processes based on UNHCR's 10-Point Plan of Action for Refugee Protection and Mixed Migration. The Unit sponsored a regional conference in the United Republic of Tanzania on refugee protection and international migration and the development of a regional cooperative framework for Central Asia. A compilation of practical examples on how the 10-Point Plan is implemented in different regions will be published in 2011. The Unit also continued to implement a joint project with IOM to strengthen inter-agency cooperation on human trafficking.

The **Human Rights Liaison Unit** aims at promoting the effective use of international human rights law and UN human rights mechanisms to strengthen the protection of persons of concern to UNHCR. In 2010, the Human Rights Liaison Unit promoted the mainstreaming of human rights into all areas of UNHCR's work. The Unit has also contributed to the development of international human rights law and to the strengthening of the refugee legal framework through its work with human rights bodies.

The Protection and National Security Unit was established in 2010. The Unit leads DIP's efforts to ensure that measures to counter terrorism and/or threats to national or international security, and to counter serious crime and other serious threats to public order, comply with international legal obligations towards persons of concern to UNHCR. This includes the rigorous application of the exclusion clauses of the 1951 Refugee Convention and 1954 Statelessness Convention, both by States and by UNHCR, as well as cooperation with UN agencies and other entities in the context of global and regional counter-terrorism initiatives.

Pillar II includes Child Protection, Gender Equality, Community Services, Education, IDP Protection Cluster and Protection Support Units.

In 2010, the **Child Protection Unit** developed a framework for child protection which will assist UNHCR field staff in implementing more systematic child protection programming. An on-going partnership with the IRC has focused on continued capacity building around the Best Interest Determination (BID) process through the development of tools and training material; five regional BID workshops; and the deployment of two BID experts to four country operations (Rwanda, Ethiopia, Kenya and Zambia). The Unit, together with the Statelessness Unit spearheaded UNHCR's advocacy for birth registration, alongside an NGO coalition for birth registration, which resulted in the production of a multimedia presentation on the impact of childhood statelessness, and an agreed joint initiative with PLAN International on birth registration. 2010 also saw increased cooperation between UNICEF, IOM and UNHCR in relation to the protection of unaccompanied and separated children in mixed migration, which included a meeting that convened countries of origin, transit countries and destination countries.

In 2010 the **Gender Equality Unit** continued to promote the active participation of refugee and displaced women at field level, through expanded education and livelihoods opportunities, and globally, through policy guidance and support. With this aim, UNHCR co-organized a consultation to mark the 10th anniversary of UN Security Council Resolution 1325 on Women, Peace and Security. This helped to place specific

issues related to refugee and displaced women's participation in peace-building activities higher on the agenda. International Women's Day and the 16 days of activism provided additional occasions to reinforce awareness.

In the context of the 2011 anniversary commemorations of the Refugee and Statelessness Conventions, UNHCR began a series of regional dialogues with refugee, displaced and stateless women and men. The first dialogue held in New Delhi, India in November 2010, provided women with an opportunity to discuss protection problems and propose solutions. The project enables them to make their voices heard, increases the visibility of their problems, and allows UNHCR to better respond to their needs.

The **Sexual and Gender-Based Violence Unit** worked in 2010 to strengthen prevention and response activities related to sexual and gender-based violence (SGBV). The Unit developed an SGBV strategy framework to support the Field in addressing SGBV in protection interventions. This document recognizes that prevention is a challenge and highlights a number of strategic areas for operations to include as part of their comprehensive programming efforts to complement response activities already in place.

To build capacity to address SGBV, UNHCR, UNFPA and UNICEF began work on a joint programme to raise awareness on SGBV issues amongst other humanitarian actors in nine high priority countries. By the second half of 2010, the SGBV Unit was merged with the Gender Equality Unit.

In 2010, the **Community Services Unit** focused on the development of guidance and training material aimed at better defining the "diversity" aspect of AGDM. Work began on a series of guidance notes on working with persons with disability, older persons, lesbian, gay, bisexual, transgender and intersex persons, and indigenous persons and ethnic minorities. These guides, developed with a range of partners, will be issued in the first half of 2011. The Community Services Unit also initiated internal and external consultations on how to strengthen the community mobilization aspect of UNHCR's work through the issuance of enhanced guidance and training opportunities, and the development of new partnerships. Ad hoc support was provided to a number of field operations, including through the deployment of additional workforce personnel via the continuing framework agreements with Save the Children Norway and Save the Children Sweden.

In 2010, the **Education Unit** worked to strengthen capacity in the Field to identify priorities for education programming, focusing on education as a key aspect of protection for refugees. A regional workshop was held in Istanbul for participants from 11 countries on strengthening education programming. With a view to improving understanding and capacity in education and protection within UNHCR, a draft e-learning tool on safe learning environments was produced, focusing on the physical safety and psychosocial protection aspects of education. Workshops on safe learning environments were held in Chad and Ethiopia. Field missions were conducted in Chad, Ethiopia, Kenya, Malaysia, Uganda, Yemen and Zambia and support provided for education strategy development and programme implementation. A draft strategy on urban programming was developed, prioritizing increased access, improved quality and enhanced protection through education.

The **IDP Protection Cluster Unit** develops policy and provides operational guidance and support to UNHCR's

operations while also supporting UNHCR's role as lead agency of the global protection cluster. In 2010 the global cluster prioritized support to field operations particularly during emergencies, through missions, policy advice, and the development of assessment tools and planning and protection programming, including during the Haiti earthquake, political violence in Kyrgyzstan and the Pakistan floods. The Unit contributed to a "tri-cluster" training initiative to enhance in-house knowledge and skills on the roles and responsibilities of UNHCR as a cluster lead agency.

In 2010, the Unit provided regular cluster implementation advice and information to the 31 field-based protection clusters. It coordinated the cluster's contribution to major inter-agency policy development, especially cluster approach guidance notes and funding appeals. In 2010 the Unit concluded partnership agreements with Help Age International and the International Development Law Organisation to facilitate the provision of technical assistance and specialist capacity on the protection of older people and people with disabilities, as well as on protection in natural disasters. It contributed to the development of inter-agency protection needs assessment tools as well as the *IASC Operational Guidelines on the Protection of Persons in Natural Disasters*. In addition, the Unit produced the *Handbook for the Protection of Internally Displaced Persons*, launched in June 2010. Staff undertook protection cluster support missions to Afghanistan, Colombia, Nepal, Pakistan, the Philippines and Yemen.

In 2010, the **Protection Support Unit** developed an action plan on protection staffing, partnerships and learning for the 2011-2015 period. To guide field operations, the unit established protection staffing benchmarks and recommendations to ensure that UNHCR protection staffing levels are progressively aligned with requirements. In parallel, it facilitated protection staffing responses under the Surge and ProCap deployment schemes, informed internal protection staffing assignments, supported emergency responses with protection monitoring tools, and assisted with the protection component of UNHCR inspection missions.

Pillar III comprises of the Comprehensive Solutions Unit, the Resettlement Service and a Resource Management Unit.

The **Comprehensive Solutions Unit** intensified its efforts to elaborate comprehensive solutions with a view to mainstreaming such approaches in durable solutions strategies. The Unit worked with Regional Bureaus to refine comprehensive solutions strategies for some longstanding refugee groups such as Liberians, Congolese (RoC) and Croatians. A pilot comprehensive solutions Intention Survey was initiated in Azerbaijan to specifically identify the intentions of refugees in an urban setting where they are limited opportunities for resettlement and repatriation, and refugees are unable to sustain adequate living standards with limited UNHCR monthly cash assistance. The Unit was also involved in providing guidance for the response to the Ivorian emergency in the form of a set of practical exit indicators to guide field operations in designing exit strategies from refugee operations.

The **Resettlement Service** worked to improve the use of resettlement as a protection tool, a durable solution and a responsibility-sharing mechanism. In a number of refugee operations, resettlement was fully considered as part of comprehensive durable solutions strategies, with particular emphasis on finding solutions for protracted refugee situations. The strategic use of resettlement was further promoted, particularly in priority situations in Africa, Asia and the Pacific, Europe and Middle East and North Africa.

Faced with a significant gap between the global resettlement needs (805,000 refugees) and available resettlement opportunities (80,000 places offered by all resettlement States), UNHCR mobilized the attention of the 25 current resettlement countries to the acute need to increase resettlement places. Joint efforts were made with resettlement partners to ensure that resettlement cases are processed expeditiously and that available resettlement places are utilized. Consultation forums such as the Annual Tripartite Consultations on Resettlement (ATCR) and the Working Group on Resettlement (WGR) were the primary vehicle for addressing common resettlement challenges as well as for sharing good practices. Simultaneously, the Resettlement Service provided policy and procedural guidance, delivered training including on fraud prevention and issued refined operational tools such as the second edition of the Heightened Risk Identification Tool (HRIT) and the revised Medical Assessment Form (MAF). Revision of the Resettlement Handbook began and its release is expected in 2011.

Global Strategic Priorities

Targets 2010-2011	Progress in 2010
POLICY ADVICE AND SUPPORT	
At least 10 policy areas updated or developed to provide coherent, consistent and operationally relevant guidance.	Policy guidance was updated and disseminated to the field in 6 priority areas including on: biometrics and refugee registration; <i>refoulement</i> ; statelessness; maritime interception and access to asylum procedures and confidential information handling and disclosure.
A systematic means of agreeing upon and implementing evaluation results exists.	In 2010 UNHCR introduced a new evaluation policy that includes a management response mechanism, whereby managers of relevant policies and programmes are asked to comment on evaluation recommendations and provide reasoned explanations in relation to any recommendations which they reject or revise. The Terms of Reference for all evaluations require that they be conducted in strict accordance with the new policy. Multi-stakeholder Steering Committees were established for global and thematic evaluations. The functions of such Steering Committees include overseeing the effective utilization of evaluation findings and recommendations.

Targets 2010-2011	Progress in 2010
GLOBAL STRATEGIC DIRECTION AND MANAGEMENT	
Results-based management tools are aligned and their use by field operations and Headquarters maximized.	<p>UNHCR conducted a snapshot evaluation of key RBM tenets to identify areas for further attention.</p> <p>A plan for enhancements to <i>Focus</i> was adopted to support key business processes, including the simplification of the planning process for 2012-2013 and improvement of Global Focus.</p> <p>The Global Management Accountability Framework was finalized and work commenced to apply it to job descriptions and terms of reference of Divisions/sections to clarify accountabilities, authorities and responsibilities throughout the organization.</p> <p>Compliance with the yearly age, gender and diversity mainstreaming accountability framework reporting requirement for senior managers in the field increased to 92%. UNHCR commenced work on a revised policy, multi-year plan of action and guidance on diversity to be issued in 2011.</p>
ORGANIZATIONAL DEVELOPMENT AND DESIGN	
A programme management, analysis and support function will monitor UNHCR's global performance and assist operations to achieve maximum results for populations of concern.	A Programme Analysis and Support Section was established at the end of 2009 and has monitored performance and provided guidance and support to operations on results-based management.
8 regional offices noted are capacitated (further knowledge and training) to support achievement of GSPs in the operations they cover.	4 regional offices (Bangkok, Buenos Aires, Brussels and Dakar) were supported; more than 300 participants benefited from training supporting achievement of GSPs.
INTER-AGENCY RELATIONS AND STRATEGIC PARTNERSHIPS	
Joint advocacy and mutual understanding with UN bodies optimized.	<p>Joint workplan established with UNICEF in May 2010 for education, child protection, early warning, preparedness, logistics and resource mobilization and focal points in each of the six sectors appointed.</p> <p>The issue of support to IDPs outside of camps was introduced at July 2010 IASC Working Group and background paper presented for further consultation with IASC members.</p> <p>A management response plan was developed to respond to recommendations of the Cluster Evaluation Phase II endorsed by IASC Working Group in November 2010, and prioritized by the Task Team on the Cluster Approach co-chaired by UNHCR.</p>
STRATEGIC HUMAN RESOURCE AND WORKFORCE MANAGEMENT	
According to UNHCR's annual Global Staff Survey 75% of staff and managers perceive the postings system to be transparent and effective in placing the right staff in the right positions.	<p>Global Staff Survey was not conducted in 2010.</p> <p>The new posting system is in place and some 325 staff had been placed through the new procedure as of December 2010.</p>
75% of staff perceive staff counselling as a valuable resource in assisting them to make career choices.	<p>A Career Management Support Section was established, with 10 career counsellors; experience in 2010 suggests capacity may need reinforcement.</p> <p>Two career transition workshops were conducted in downsizing operations to better equip 180 mainly national staff with career planning.</p>
75% of staff indicate that they know how to identify their learning needs and how to access relevant learning activities.	<p>The New Learning Management System platform 'Learn and Connect' made it possible for staff to access information and register for learning activities. 66,000 visits were logged in 2010.</p> <p>All field-based Learning Coordinators were trained on needs assessment and use of the Learning Management System.</p>
50% of staff that identified their learning needs participated in a relevant learning activity.	<p>6,000 staff and affiliates participated in 16,000 learning activities.</p> <p>67 new learning products were launched focusing on protection, security, emergency management, and resource management.</p> <p>100 e-learning modules were made available for staff learning.</p>