GLOBAL ANALYSIS 2012- 2013

UNHCR Accountability Frameworks for Age, Gender and Diversity Mainstreaming and Targeted Actions

Working together to end discrimination and ensure equal outcomes for all

Contents

Part 1: Background

1.1. UNHCR's Age, Gender and Diversity Accountability Framework

The accountability framework for integrating UNHCR's age, gender and diversity approach (AGD) responds to internal and external requests for greater accountability and leadership from senior managers to ensure adequate mainstreaming of age, gender and diversity concerns throughout the organisation. The High Commissioner himself has placed both gender equality and accountability high on UNHCR's agenda. UNHCR's 'Age, Gender and Diversity Approach Forward Plan 2011-2016' aims to ensure that UNHCR is a fully age, gender and diversity inclusive organisation within five years.

The Age, Gender and Diversity Accountability Framework aims to demonstrate organisational leadership by placing accountability with senior management, in a transparent, public and personal manner. As such, it is a ground-breaking initiative, which, seven years on, continues to place UNHCR as a lead agency in ensuring that age, gender and diversity 'mainstreaming' moves from rhetoric to organizational reality.

The Framework consists of four elements, all designed to support the achievement of equal outcomes for all persons of concern, regardless of age, sex, identity or background. These four elements are visualised below and form the basis of the organisation's high level AGD accountability framework.
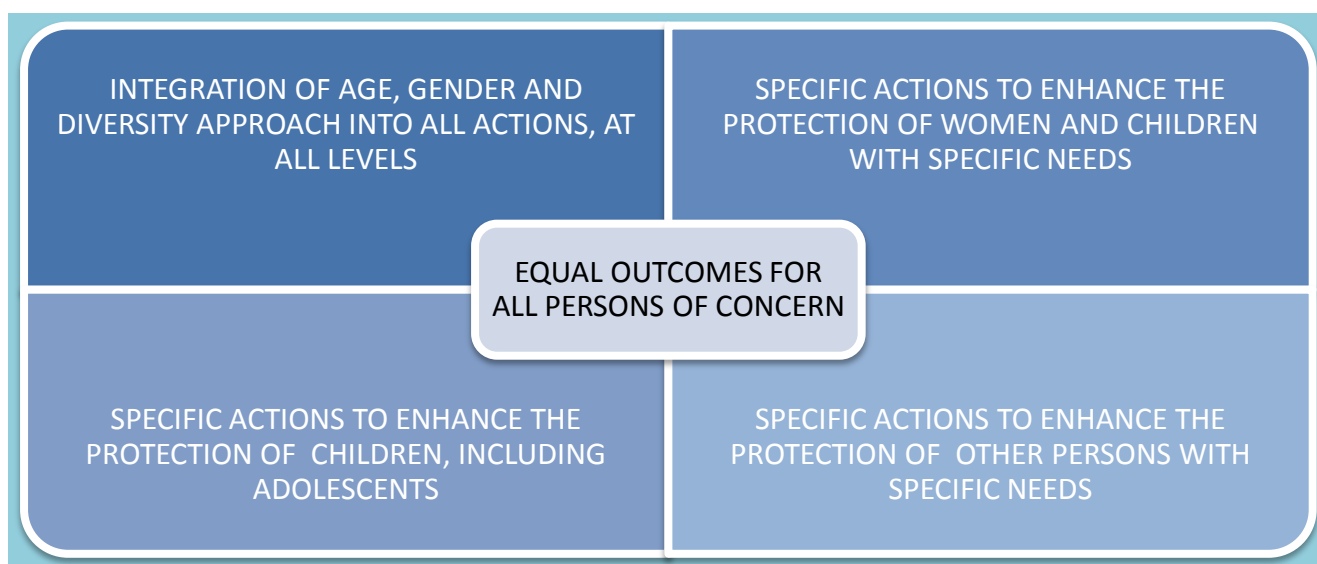
The accountability framework provides a **checklist of minimum standards** for meeting each of the four elements. These standards are to be referred to on a regular basis in order to assess progress. Some standards are based on leadership processes. For example, 'I have led the annual participatory assessment'. Others are based on results. For example, 'I can confirm that sanitary materials have been provided to all women and girls of reproductive age'. In order to achieve each action, a number of process requirements also need to be met. This ensures that there is additional guidance for meeting accountability actions, as well as an emphasis on the type and quality of performance that underlies the ranking system.

Once a year, senior managers are required to report on progress. This provides an **annual snapshot that enables UNHCR to measure trends over time, across regions and across HQ** relative to the 2007 baseline. In addition to enabling UNHCR to **quantify** progress over time, it provides **qualitative analysis** of **what is working well**, what the **constraints** are and what strategies are being used to overcome constraints. It is currently the only mechanism for such qualitative global analysis and is therefore a useful component of UNHCR's results based management framework. As part of the data validation process,

confidential spot-checks are conducted with field staff members and data is reviewed with Bureau, Division Directors and Troika members at Headquarters.

This SMC discussion document presents a first draft of the **sixth annual overview** of progress towards achievement of the accountability actions for AGD and associated targeted actions for the enhanced protection of persons with specific needs. It identifies:

- What the strengths and gaps are
- Where the strengths and gaps are
- What the trends are
- What the constraints are
- Selected examples of field practice.

1.2. Introducing the 2012-2013 Data

- The global submission rate for UNHCR in 2012- 2013 was 89%. It was 100% at HQ and 87% at field level[1].
- Submission rates for field operations per region were as follows: Africa 72%, Americas 100%, Asia 90%, Europe 96%, MENA 86%.
- A number of submissions were received after completion of the statistical analysis. This means that the statistical data presented in this report is based on the following sample of expected submissions: 45% of Africa Bureau operations, 100% of operations in the Americas, 81% in Asia, 89% in Europe and 86% in MENA. The qualitative analysis does, however, include data from submissions received after the deadline. This includes field practice examples and constraints.

> *Central Africa Republic, Chad, Cyprus, Gabon, Ethiopia (AU/ECA), Jordan, Kenya (Hub), Kenya (Branch Office), Kyrgyzstan, Thailand (Bangkok Regional Office), Togo, Uganda and Western Sahara did not submit accountability frameworks for 2012-2013.*
>
> *34% of Representatives are in the Africa region, 10% in the Americas, 19% in Asia and Pacific region, 26% in Europe region and 12% in MENA region.*
>
> *78% of Operations are Direct Delivery operations. The remaining operations are advocacy based.*

- This report provides a predominantly statistical summary of performance by senior managers according to accountability actions. It should be read alongside the rich narrative provided in individual accountability frameworks[2]. There has been a year on year increase in the numbers of good practice examples provided by Representatives and this year there has been an increase in the quantity and quality of leadership examples provided.

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[1] 115 UNHCR operations have a Representative or Regional Representative and are therefore expected to engage in the Accountability Framework exercise. Representatives in post for less than 6 months are given exemption. This year, 18 exemptions were granted. 4 Representatives given exemption chose to complete frameworks- Mozambique, Afghanistan, Sudan- Khartoum and Tanzania. 101 submissions were therefore expected. 88 submissions were received. 12 of these were received after the statistical analysis was completed or in an incorrect format and are therefore not included in the statistical analysis. They are included in the overall submission rate and in the qualitative analysis (good practices and challenges). 13 Representatives failed to submit their accountability framework. Cyprus did not submit for the second consecutive year.

[2] These can be found on https://intranet.unhcr.org/intranet/unhcr/en/home/protection_and_operational/international-protection/age__gender__diversity/age--gender-and-diversity-accountability-framework/representatives_submissions.html

Part 2. Global and Regional Trends in UNHCR Operations: Direct Delivery Operations

2.1 Summary performance analysis

This year there has been an **overall drop in reporting of 'full' achievement of accountability actions** by Representatives, with the notable exception of primary school enrolment where reporting of full achievement has increased by 7%. This follows the trend of a **year on year drop** in reporting of 'full' achievement since 2009[3]. This drop has been accompanied by an **overall increase in the reporting of 'mostly' achieved** actions, alongside a corresponding drop in reporting **of 'partially', 'hardly' and 'not at all' achieved.** This movement is reflected at regional level, with **all regions other than the Americas seeing a drop in "Fully" achieved** actions compared to last year.[4] This year, Americas Bureau reported the highest levels of achievement in every section of the accountability framework, with 40% of Representatives fully achieving actions. This compares with the global average of 25% of Representatives reporting full achievement of actions.

Chart 1 provides a trends analysis of reporting of fully achieved actions over the last four years, broken down by section of the Accountability Framework. Actions related to the *enhanced protection of women and girls with specific needs* continue to report the highest rates of full achievement. However, there has also been a year on year drop in reporting of full achievement of this section. The greatest drop in reporting of 'fully' achieved actions this year relates to the *enhanced protection of other persons with specific needs.*

Chart 1: 'Fully' Achieved Actions by Section 2009-10 to 2012-13

Legend: 2009/10, 2010/11, 2011/12, 2012/13
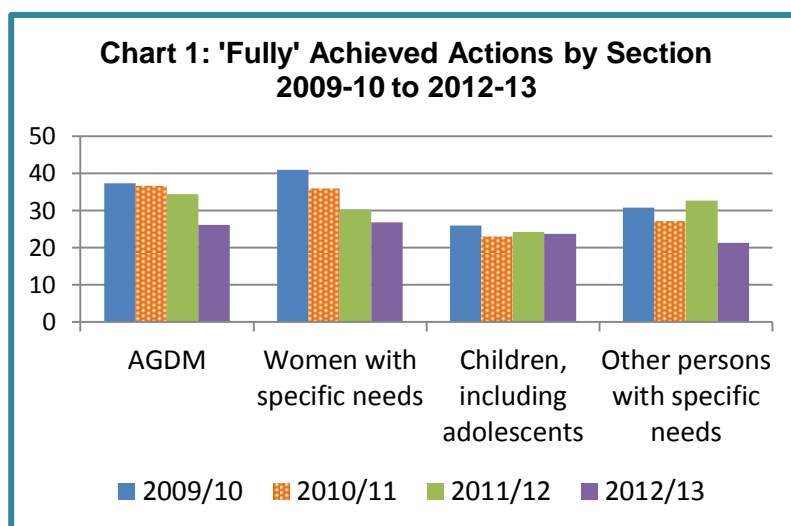
Reported full achievement for actions for the enhanced protection of children remains stable rather than falling.

Chart 2 below illustrates the strong performance of UNHCR in all sections when reporting of 'fully' achieved and 'mostly' achieved are combined. On average, over 80% of Representatives were able to 'fully or mostly' achieve actions for AGDM and the enhanced protection of adults with specific needs. Actions for the enhanced protection of children continue to provide the greatest challenge for Representatives, with a global average of 63% of Representatives reporting fully or mostly achieved. Reporting of fully and mostly has remained stable this year, with no significant change in reporting of achievement.

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[3] The five point scale of reporting was adopted in 2009. This meant that comparison with the 2007 baseline is no longer valid.
[4] Weighted averages have been used in order to compensate for the different number of countries in each region.

Chart 2: AGD Performance by Accountability Framework Section

AGDM
- Other 16%
- Fully 26%
- Mostly 58%

Women with Specific needs
- Other 20%
- Fully 27%
- Mostly 53%

Children
- Other 37%
- Fully 24%
- Mostly 39%

Other Persons Specific Needs
- Other 15%
- Fully 21%
- Mostly 64%
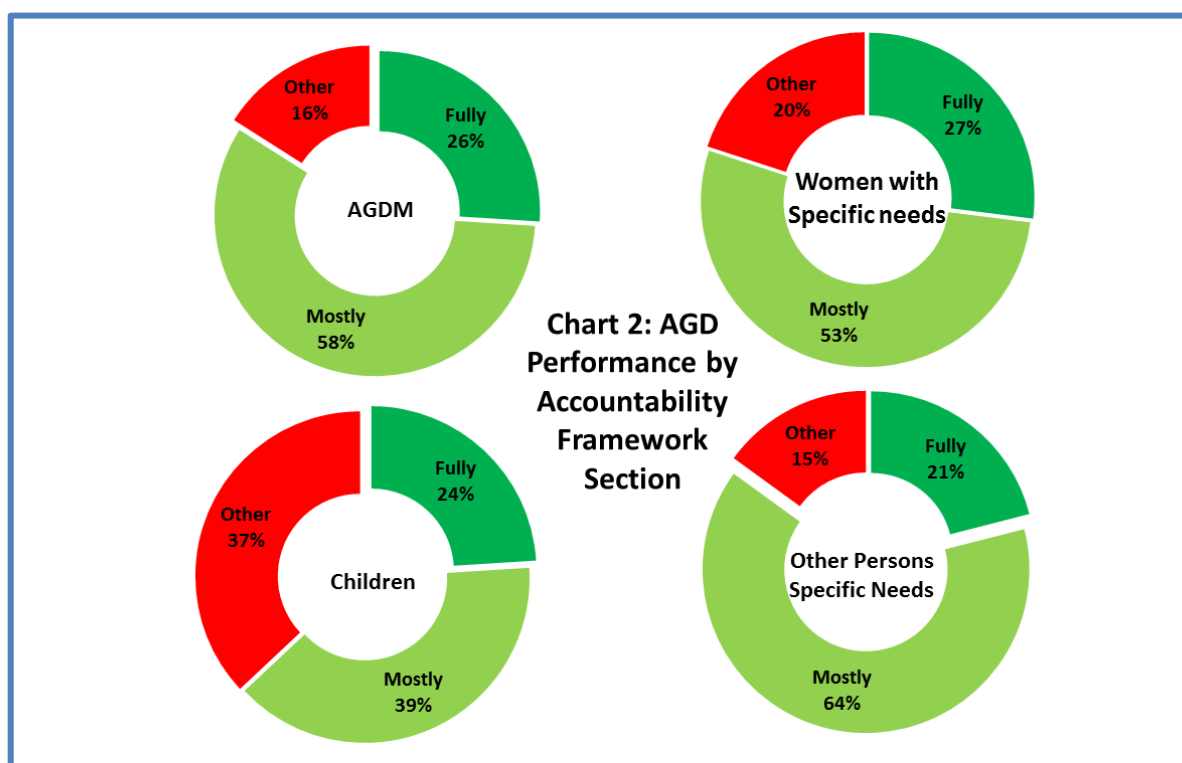
Juxtaposing different analytical lenses reveals that there are specific accountability actions worth pulling out for particular attention:

Actions consistently well achieved over time, with high levels of fully and of fully + mostly achieved:

- **Incorporation of SGBV activities as part of operation's comprehensive protection strategy** reflecting a multi-sectoral, AGD approach to prevention and response.
- **Country Operation's annual or emergency response budgeting, protection and programme planning is based on sound age, gender and diversity analysis and reflect the results of participatory assessments** by age, sex and background. However, the trend analysis shows that, while high, performance has been decreasing with a 13% drop since 2009-2010.

Actions consistently poorly achieved over time, with low levels of fully and low levels of fully + mostly achieved

- **Targeted actions for adolescents**, low fully, low 'fully and mostly' and decreasing reporting of performance since 2009-2010, with a one year increase in 2011-2012, when reporting of performance went up by 16%.
- **Initiation of Best Interests Assessment/ Determination** for children at risk: consistently decreasing and low levels of achievement.

Actions with a mixed picture requiring further exploration (and country level analysis):

- **Follow up on Women at risk**: low and decreasing reporting of fully achieved but high and increasing rates of mostly achieved.
- **Primary school enrolment**: high and increasing reporting of fully achieved, with low and decreasing reporting of mostly achieved.

2.2 Performance Analysis by Type of Action

2.2.1 INTEGRATION OF THE AGE, GENDER AND DIVERSITY APPROACH INTO ALL ACTIONS, AT ALL LEVELS (AGDM)

Summary: Overall, 26% of Representatives in direct delivery operations were able to report that they fully achieved actions relating to age, gender and diversity mainstreaming in 2012-2013 (AGDM), see Chart 3 below. 84% of Representatives reported that they had fully or mostly achieved related actions. Americas bureau reported the highest levels of full achievement of actions related to **AGD integration,** with 44% of Representatives fully achieving relevant actions, a 35% increase in performance compared with last year.

Performance Analysis
Chart 3 below shows the achievement levels for each action that falls under the AGDM section of the Accountability Framework.

Chart 3: Achievement level by accountability action - AGDM
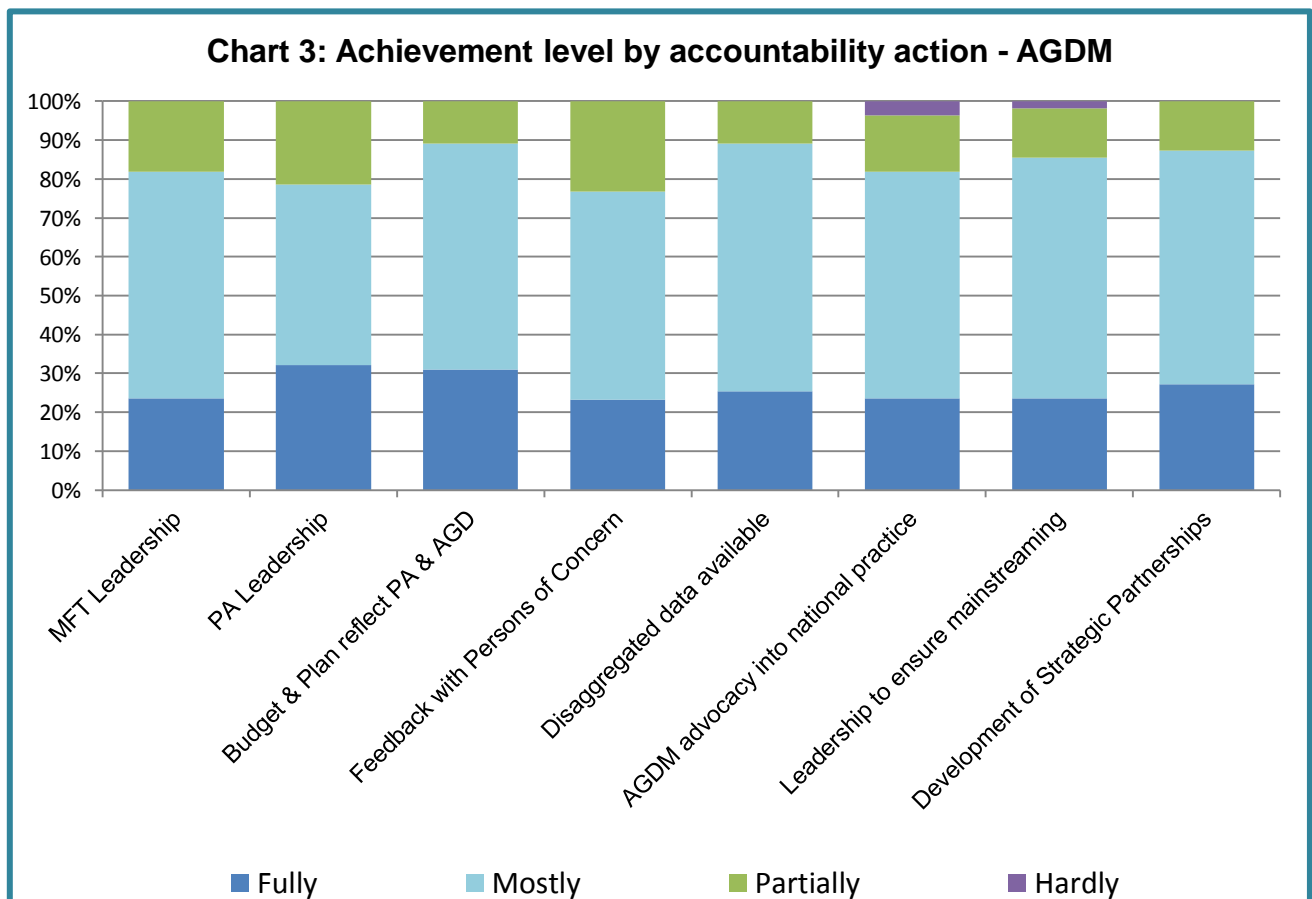
Highest reported rates of full achievement relate to:

- *Leadership of the participatory assessment exercise*: 32% of Representatives reported 'full' achievement.
- Budgeting and Planning reflect participatory assessment findings and the AGD approach: 31% of Representatives reported 'full' achievement.

Lowest reported rates of full achievement relate to:

- *Feedback to persons of concern*: 23% of Representatives were able to fully achieve this action.
- Advocating for the integration of an AGD approach into national practices: 24% of Representatives were able to fully achieve this action
- Leadership to ensure that all staff are integrating UNHCR's AGD approach: 24% of Representatives were able to fully achieve this action.

Highest reported rates of 'fully' and 'mostly' achieved actions relate to:

- Budgeting and planning reflect participatory assessment findings and the AGD approach: 89% reported 'fully' or 'mostly' achieved.
- *Disaggregated data available*: 89% reported 'fully' or 'mostly' achieved.

A decline in 10% or more in reported rates of 'full' achievement compared with 2011-2012 can be seen in actions relating to:

- Participatory assessment leadership (down 15%) and
- Leadership to ensure that all staff are integrating the AGD approach (down 11%).

Regional Analysis

Chart 4 shows how regional performance has changed over time as well as the significant differences in full achievement of AGDM by region. Americas have increased their performance this year, MENA has stabilised performance and the three other regions have shown a decrease in full achievement of actions relating to AGDM.

Chart 4: Regional Comparison for AGDM: 'Fully' achieved 2009-10 to 2012-13
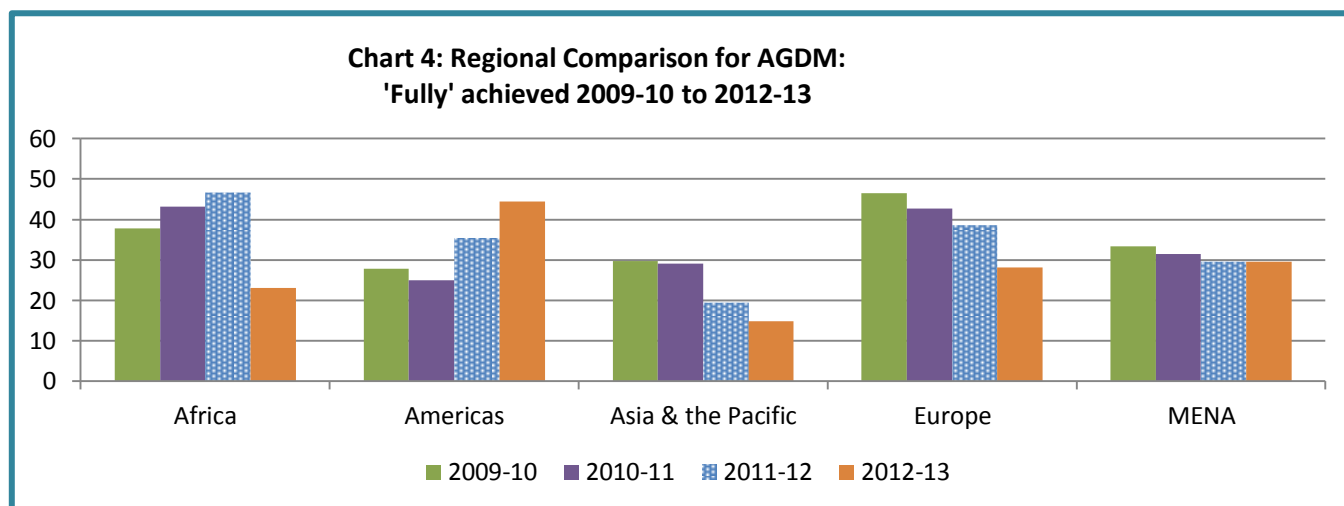
Breaking down the AGDM section by specific accountability action shows that regions face different challenges in implementing specific actions:

- **Africa Bureau's**[5] highest achievement was for *participatory assessment leadership* (38% reported full achievement, down from 63% in 2011-12) and lowest for *AGD advocacy into national practice* (8%, down from 21% in 2011-12). Its greatest movement from last year related to *disaggregated data*, which fell from 58% in 2011-12 to 15% in 2012-13.
- **Americas** reported its strongest performance in *incorporating AGD advocacy into national practice* (at 71%, up from 67% in 2011-12) and faced the greatest challenges in *ensuring disaggregated data available,* at 29%, down from 33% the previous year, and the only action in this section which saw a fall in Representatives reporting 'fully' achieved. The greatest upward movement for Americas Bureau was in *budgeting and planning reflect participatory assessment and the age, gender and diversity approach*, which rose by 26%- from 17% last year to 43% this year.
- **Asia and the Pacific Bureau** reported strongest performance in *providing feedback with persons of concern* (31%, rising from 29% in 2011-12) and faced the greatest challenges for both *development of strategic partnerships* (at 8% full achievement) and *leadership to ensure mainstreaming* (also at 8%). It saw the greatest movement from last year in *budgeting and planning reflect participatory assessment and the age, gender and diversity approach,* which both fell 18% to 8% fully achieved this year.
- **Europe Bureau** reported strongest performance in the *development of strategic partnerships* with 42% of Representatives reporting full achievement (falling from 50% in 2011-12). The greatest challenges were faced in providing *participatory assessment leadership* at 17% - which also showed the greatest movement of any question in this section, falling 33% from 50% in 2011-12.
- **MENA** reported joint strongest performance in *budgeting and planning reflect participatory assessment and the age, gender and diversity approach* and *disaggregated data available,* both at 46% fully achieved. The latter showed the greatest movement from last year, rising by 20%. MENA's lowest reported rates of full achievement related to *feedback with persons of concern* at 9%, falling from 17% in 2011-12.

Box 1 below provides a selection of examples of AGD leadership, provided by Representatives in their accountability frameworks for this year.

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[5] Africa's statistics have a greater margin of error than other regions. Of the 40 Representatives for Africa, 11 received an exemption and 16 failed to submit frameworks correctly in time for the statistical analysis. As such, the data presented here only represents 33% of all Representatives in the Africa region.

Box 1: Selected examples of AGD leadership practice provided by Representatives

In Burundi, participatory assessment results were shared with refugees, partners and governmental counterparts. These results formed the basis of all programme design and planning activities. Review of field staff performance, including setting up E-PAD objectives, included the results of the monitoring activities of the recommendations of the participatory assessments. At the mid-year review, all partners took part in the review of the participatory assessment recommendations. Partners mainstreamed AGD perspectives throughout project cycles.

Congo (Kinshasa): As lead of the protection cluster, the Representative strongly recommended regular joint and multi-agency participatory assessment based on AGD. One example of results leading from the PA was the active involvement of the multifunctional team in working with the community to identify individuals in need of shelter and the community's response capacity. This joint work led to the construction of around 900 emergency shelters for the most vulnerable people.

Colombia: The Representative has been leading a process for decentralization in order to fully mainstream AGDM and shift responsibility from Community Services Unit Bogota to MFTs and Heads of Offices. The Representative also ensured that all heads of units under her supervision include AGDM in their PAMs and that the Deputy Representative does the same with Heads of Office. The Representative has advocated strongly, for improving the Government response to Afro and Indigenous communities.

USA, Washington: Good leadership practice has included: Prioritizing OL funding for AGDM and SGBV activities, strongly advocating with partners, meeting with resettled refugee women during each visit to resettlement sites and keeping staff motivated by developing small practical/high impact AGD projects.

Japan: The Representative stressed that the AGDM exercise was an all-Office priority and event, ensuring the full participation of all staff at all levels as well as of UNHCR partners. He led the discussion of the workshop UNHCR organized to compile the participatory assessment results and discuss the way forward with NGOs, refugees and other interlocutors. Regular briefing sessions were organized for staff and the outcome of AGDM report was shared among staff and made available on our website and Facebook for interested external partners.

Georgia: All activities related to persons of concern to UNHCR Georgia are guided by the systematic application of the Age, Gender and Diversity mainstreaming approach. UNHCR Georgia has meetings with the different groups of persons of concern on a regular basis. An AGDM component is included in all sub-agreements and carefully followed up on. When advising the Government on the establishment and implementation of registration systems and profiling exercises, UNHCR has successfully advocated for AGD sensitive design and implementation, and AGDM is explicitly included in the extended IDP Action Plan for 2012-2014 of the Government of Georgia.

2.2.2 TARGETED ACTIONS FOR THE ENHANCED PROTECTION OF WOMEN AND GIRLS WITH SPECIFIC NEEDS

Summary: Overall 27% of Representatives in direct delivery operations were able to report that they fully achieved actions relating to the enhanced protection of women and girls with specific needs. 80% reported that they were able to fully or mostly achieve related actions. See Chart 5.

Performance Analysis

Highest reported rates of full achievement relate to:

- *Sanitary material provision*: 36% of Representatives reported 'full' achievement. 7% of Representatives reported 'not at all' achieving this action. Reasons given for selecting 'not at all' included 'the programme does not provide separate sanitary materials since they are easily available in all countries covered by the regional office' and 'Hygiene kits have not been distributed for several years as refugees are living independently in communities'.

Chart 5: Achievement level by accountability action - Women and girls with specific needs

- 100% of female adults of concern to UNHCR are individually registered and provided individual documentation: 29% of Representatives were able to confirm that this action had been fully achieved in their operation.

Lowest reported rates of full achievement relate to:

- *Women's representation*: 20% reported 'full' achievement.
- *Follow up on women at risk*: 22% reported 'full' achievement.

Highest reported rates of 'fully' and 'mostly' completed actions relate to:

- *Follow up on women at risk*: 91% of Representatives reported 'fully' or 'mostly' achieved in relation to this action.

Trends Analysis

There has been a significant and year on year drop in the full achievement of actions regarding women's representation and the protection of women at risk. After an initial drop between 2009-10 and 2010-2011, full achievement of actions relating to registration and sanitary material provision have been stable.

Regional Analysis

Chart 6 below shows that Africa's performance has remained steady and relatively high with regard to the enhanced protection of women and girls with specific needs. All regions, with the exception of Europe, have seen a small decrease in reporting of full achievement.
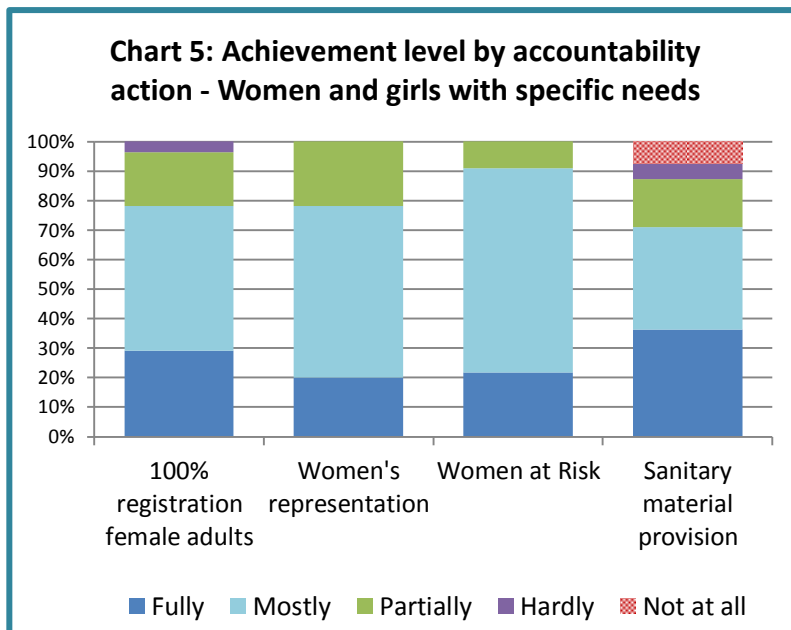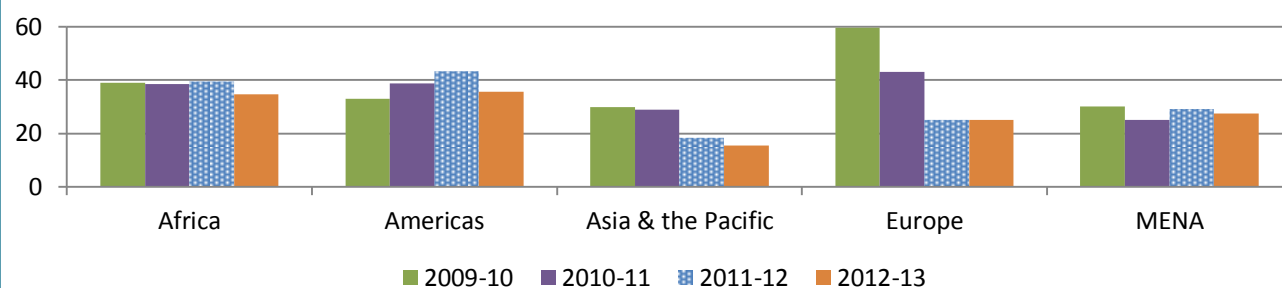
Chart 6. Regional Comparison for the enhanced protection of women and girls with specific needs: 'Full' achievement 2009-10 to 2012-13

Legend: 2009-10, 2010-11, 2011-12, 2012-13 (Africa, Americas, Asia & the Pacific, Europe, MENA)

- **Africa Bureau**'s highest performance rates were for *100% registration of female adults* (38% full achievement reported, falling 9% from last year) and *sanitary material provision* (38% reported full achievement, falling 4% from last year). *Women's representation* (falling 1% from last year) and *follow up on women at risk (*which fell 6% from 2011-12) were fully achieved by 31% of Representatives.

- **Americas Bureau** reported its strongest performance in *100% registration of female adults* (57% reported full achievement, rising 24% from last year). S*anitary material provision* was reported as 14% fully achieved, falling 26% from last year. Two operations do not provide sanitary materials at all. The greatest change since last year was in *women's representation,* which fell from 67% in 2011-12 to 29% this year.

- **Asia and the Pacific Bureau** reported joint strongest performance in both *follow up on women at risk* and *sanitary material provision* at 23% reported full achievement. No Representatives reported full achievement for *100% registration of female adults,* compared to 20% in 2011-12.

- **Europe Bureau** reported joint strongest performance at 42% for both *100% registration of female adults* (rising 17% from last year, the greatest movement of Europe's actions in this section) and *sanitary material provision* (rising 8% from last year). Its lowest reported rate of full achievement was in *women's representation* (0%, falling from 8% in 2011-12).

- **MENA** reported strongest performance in *sanitary material provision* (60%, rising from 50% in 2011-12). No Representatives reported full achievement for *follow up on women at risk,* falling from 33% in 2011-12. This was also the greatest movement for any question answered by MENA Representatives in this section of the framework.

Box 2 below provides a selection of field practice examples for the enhanced protection of women and girls with specific needs, as provided by Representatives in their accountability frameworks for this year.

Box 2. Field Practice Examples: Women and Girls with Specific Needs

Nepal: Refugees play a critical role in managing the camps in Eastern Nepal, through the Camp Management Committee. Regular free and fair elections are held. To ensure women are fully represented in the administrative and management structures in the camp, two of the four candidates to stand for elections at sub-sector level must be female. This system has ensured that all Camp Management Committees have female representation at 48% at all levels. Altogether 7 Gender Focal Points (female), 4 Deputy Camp Secretaries (female) were elected at higher level, further ensuring empowerment of women and access to female support for women of concern.

Yemen: A new 14 member refugee Women's Committee was elected to represent women and children and to advocate for their rights. Women have attained 50% representation in committees and sub-committees in Kharaz camp. For the first time, the Chair of the Somali Refugee Committee in the camp was a female refugee. UNHCR has advocated with the Government of Yemen to facilitate enhanced access to marriage and divorce certificates for women through their local authorities. UNHCR has also raised awareness on the importance of obtaining officially recognized documentation in place of unofficial documents as acquired from local Sheikhs. Women continue to benefit from livelihoods programs. In the south 505 refugee women benefited from 808 micro-enterprise loans. In the north 418 women benefitted from micro-credit projects. UNHCR advocates for the integration of refugee women in the national literacy program in urban areas and, to this end, provides financial support to national literacy activities.

2.2.3 TARGETED ACTIONS FOR THE ENHANCED PROTECTION OF CHILDREN, INCLUDING ADOLESCENTS

Summary: Across all sections of the framework, staff and partners face the greatest challenges in fully or mostly meeting commitments to the enhanced protection of children. Chart 7 shows that, overall, 24% of Representatives in direct delivery operations were able to report that they can fully achieve actions relating to the enhanced protection of children with specific needs. 63% were able to fully or mostly achieve related actions, compared to an average of 83% reporting fully or mostly achieved in the other three sections of the framework. Three Bureau did increase their reporting of full achievement of this section this year, primarily due to increased performance with regard to primary education.

Performance Analysis

Highest reported full achievement relate to: *Primary School Enrolment*, with 39% of Representatives reporting 'full' achievement.

Lowest reported full achievement relate to:
- *Targeted actions for adolescents:* 11% of Representatives reported 'full' achievement.
- *Best Interests Assessment/ Determination*: 22% reported 'full' achievement. 7% reported 'not at all' achieved for this action. The reasons given for selecting 'not at all' were that 'The Office had been overwhelmed by the daily arrival of unaccompanied minors (UAM) and no BID had been initiated, protection and community services will be trained on the methods of Best Interest Assessment, and the BID will be conducted for all registered UAM' and the 'Identification of unaccompanied and separated children has been incorporated in protection monitoring'.
- *Birth registration*: 24% reported that this action had been fully achieved.

Chart 7: Achievement level by accountability action - Enhanced protectin of children
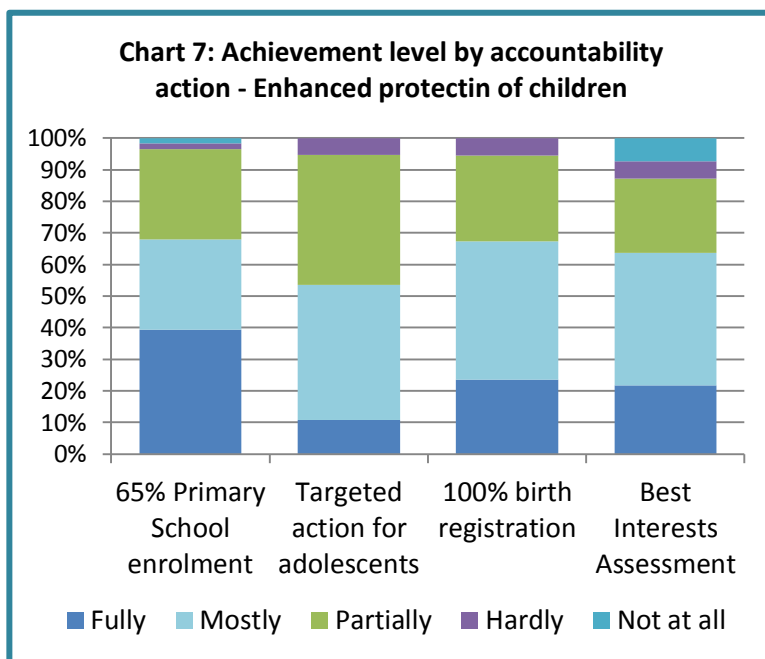
Combining 'fully' achieved with 'mostly' achieved showed a similar pattern. The following actions had the lowest achievement rate, even when combining fully and mostly achieved:
- *Targeted actions for adolescents*: 54% reported 'fully' or 'mostly' achieved
- *Best Interests Assessment/ Determination*: 64% reported 'fully' or 'mostly' achieved
- *100% Birth Registration*: 67% reported 'fully' or 'mostly' achieved.

Regional Analysis

Africa, Americas and Asia and Pacific Bureau have increased reporting of 'full' achievement with regard to the enhanced protection of children this year, as shown in Chart 8 below.

Chart 8. Regional Comparison for Enhanced protection of children 'full' achievement 2009-10 to 2012-13

Legend: 2009-10, 2010-11, 2011-12, 2012-13
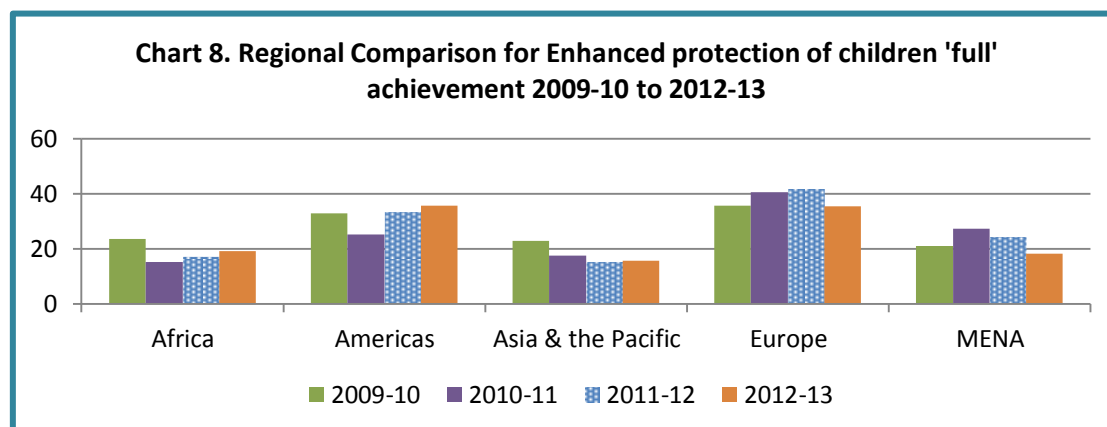
- **Africa Bureau** reported its strongest performance in *65% primary school enrolment* (46%, showing Africa's greatest movement in this section since last year when it achieved 26%). No Representatives reported full achievement for *best interests assessment/determination,* falling from 11% in 2011-12.
- **Americas** also reported strongest performance in *65% primary school enrolment* (57%, rising from 50% in 2011-12). T*argeted action for adolescents* was fully achieved by 14% of Representatives, falling from 17% in 2011-12. Americas saw the greatest movement for *best interests assessment/determination,* which rose from 33% in 2011-12 to 43% this year.
- **Asia and the Pacific Bureau** reported its strongest performance for *65% primary school enrolment* (31% rising from 20% in 2011-12- the greatest movement for any action reported by the Bureau in this section of the framework). Its joint lowest reported rates of full achievement at 8% was for *targeted action for adolescents* and *best interests assessment/determination.*
- **Europe** showed joint strongest performance in 3 of the 4 actions for this section, achieving 42% in *65% primary school enrolment* (falling 8%)*, 100% birth registration* (no change on last year) and *best interests assessment/determination* (also falling 8%)*.* T*argeted action for adolescents* was reported as fully achieved by 17% of Representatives, falling 8% from last year.
- **MENA** reported 27% full achievement in 65*% primary school enrolment* and *best interests assessment/determination.* The latter showed the greatest movement, falling from 46% last year). No Representatives reported full achievement for *100% birth registration* (falling from 8% in 2011-12).

Box 3 below provides a selection of field practice examples for the enhanced protection of children, including adolescents, as provided by Representatives in their accountability frameworks for this year.

Box 3. Field Practice Examples: Children and adolescents

Kazakhstan: A summer pre-school was organized for 6-7 year-old refugee children to prepare them for school and facilitate their integration. Language, accelerated training/bridging and vocational courses were organised on a regular basis. A Computer Centre for refugee and asylum -seeker children and their parents enhanced education and livelihood opportunities through free access to technology, computer literacy and vocational training.

Lebanon: Syrian refugees have faced challenges in registering new births, with significant ramifications including potential statelessness. In recognition of this, UNHCR Lebanon, in collaboration with relevant line ministries in Lebanon, have developed birth registration guidelines which have been rolled out across municipalities. This practice will be rolled out across the region, particularly in countries affected by the Syrian refugee influx.

Nepal: A mentoring programme in the camps was set up for at-risk children. 100 mentees were paired with mentors aged 18-25 as part of a six month mentoring programme aimed at pre-empting an exacerbation of mentees' vulnerability.

Yemen: A 5 year Education Plan was developed. Training was provided to 445 teachers, PTAs, social counsellors and religious leaders. Awareness campaigns led to 1,072 children being enrolled in schools. 8 classes and 2 latrines were constructed for the additional children. Elsewhere, 1,700 out-of-school children were enrolled and supported with school-packages. 114 children with special needs received targeted attention.

2.2.4 TARGETED ACTIONS FOR THE ENHANCED PROTECTION OF OTHER PERSONS WITH SPECIFIC NEEDS

Summary: The global figures for **fully** meeting commitments to the enhanced protection of other persons with specific needs, as laid down in UNHCR's Age, Gender and Diversity Policy, would suggest that this area is the area where Representatives face the greatest challenges. Chart 9 shows that globally 21% of Representatives in direct delivery operations were able to report that they can fully achieve actions relating to the enhanced protection of other persons with specific needs. 85% were able to fully or mostly achieve related actions. Breaking this down by region, however, shows relatively high levels of full achievement by Representatives in Americas Bureau and MENA, with the other three regions influencing the average figure (as seen in Chart 10).

Chart 9. Achievement level by accountability action: Other persons with specific needs

Legend: ■ Fully ■ Mostly ■ Partially ■ Hardly ■ Not at all
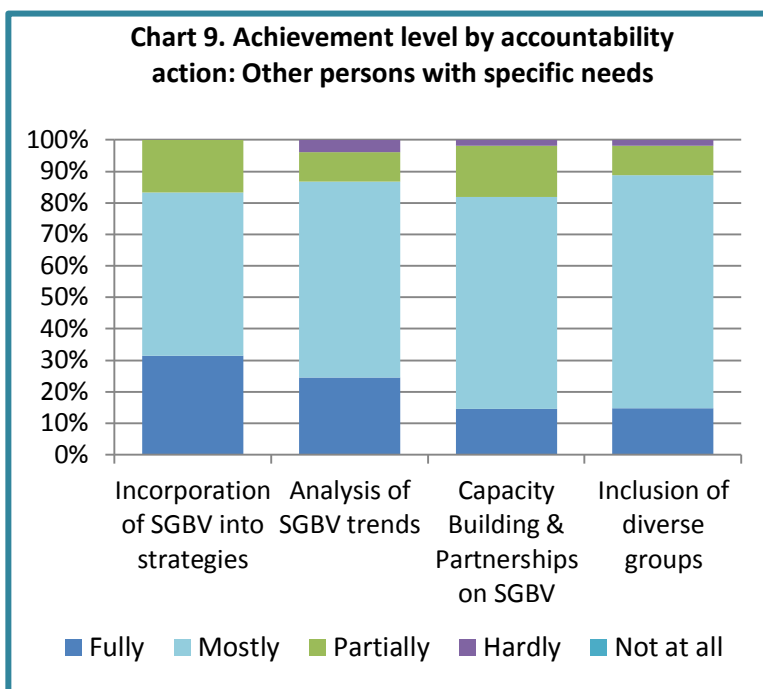
Performance Analysis

Highest reported rates of full achievement relate to:

- *Incorporation of SGBV activities as part of a comprehensive protection strategy* reflecting a multi-sectoral, AGD approach to prevention and response: 32% of Representatives reported 'full' achievement.
- Collection and analysis of SGBV data and trends, together with information from participatory assessments, and adaption of protection and programming: 25% of Representatives reported 'full' achievement.

Lowest reported rates of full achievement relate to:

- Capacity Building and Partnerships on SGBV (14% reported 'full' achievement).
- *Inclusion of Diverse Groups* (15% reported 'full' achievement).

Regional Analysis

Breaking down the global data by region shows a significant difference in performance between regions and also in each region's performance over time, as highlighted in Chart 10 below. MENA and Americas performance has increased annually since 2009.

Chart 10. Regional Comparison for the enhanced protection of other persons with specific needs: 'Full' achievement 2009-10 to 2012-13

Legend: ■ 2009-10 ■ 2010-11 ▥ 2011-12 ■ 2012-13
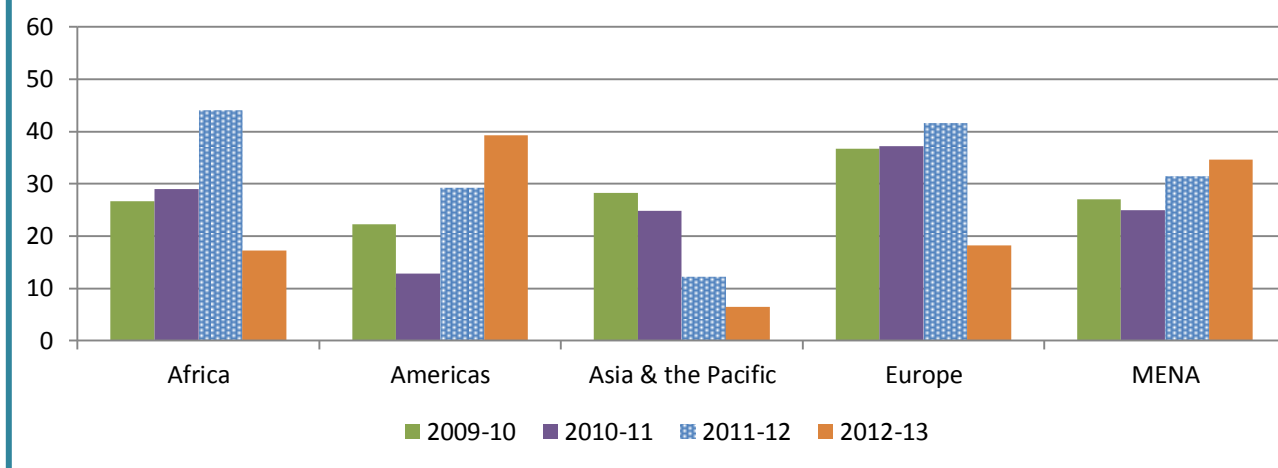
- **Africa Bureau** showed strongest performance for *analysis of SGBV trends* (23%, falling 24% from 2011-12). The three remaining actions in this section were 15% fully achieved: *incorporation of SGBV into strategies* (falling 29% from last year), *capacity building and partnerships on SGBV* (falling 32%, the greatest movement in this section for Africa) and *inclusion of diverse groups* (falling 21%).
- **Americas** showed strongest performance in the action for *incorporation of SGBV into strategies* (57%, rising from 50% in 2011/12) and joint lowest reported rates of full achievement at 29% was for both *Capacity Building and Partnerships on SGBV* (rising 12%) and *inclusion of diverse groups* (also rising 12%).
- **Asia and the Pacific Bureau** showed strongest performance in the action for *analysis of SGBV trends* (18%, falling from 29% in 2011-12 which was the greatest movement for Asia in this section of the framework). No Representatives reported fully achieving *incorporation of SGBV into strategies* (unchanged from last year) and *capacity building and partnerships on SGBV* (falling 7% from 2011-12).
- **Europe**'s strongest performance was for the action on *Incorporation of SGBV into strategies* (46%, falling from 58% in 2011-12). It showed the greatest movement in *Capacity Building and Partnerships on SGBV,* which fell from 33% in 2011-12 to 0% this year.
- **MENA** showed strongest performance in the action for incorporation of *SGBV into strategies* (54% rising from 46% in 2011-12). It reported the greatest movement for *analysis of SGBV trends* which rose from 17% in 2011-12 to 27% this year. Lowest reported rates of full achievement was in the action for *inclusion of diverse groups* (20% falling from 27% in 2011-12).

Box 4 below provides a selection of field practice examples for SGBV and the enhanced protection of other persons with specific needs, as provided by Representatives in their accountability frameworks for this year.

Box 4. Field Practice Examples: Other Persons with Specific Needs

Mozambique: Participatory assessment findings were showing increasing domestic violence among persons of concern. As a result, more policewomen were recruited in the SGBV sector. This, alongside close follow up for all SGBV related cases has led to a dramatic reduction of incidents.

Zambia: As follow up to the Regional Dialogues on the protection of refugee women and girls, community based protection mechanisms against SGBV were established; women leadership's structures were reinforced and the budget for SGBV prevention and response was increased to include legal costs for victims. Training on SGBV was incorporated in all activities targeting youths and the office conducts a "zero tolerance" policy against SGBV perpetrators.

Kazakhstan: Mini-grants aimed at increasing self–reliance among refugees and improving their wellbeing was provided to more than 30 vulnerable refugee families. The regular awareness-raising sessions on SGBV were conducted for all refugee communities with focus on issues of domestic violence and family life. The sessions covered situations of elderly persons, as well as dependant persons and persons with disabilities in the family. UNHCR informed refugees on LGBTI rights and advised them to approach the office should they encounter any difficulties related to sexual orientation.

Lebanon: 189 SGBV survivors have been identified and assisted by UNHCR and its partners. Survivors were provided with psycho-social counselling, physical and mental health support, legal support, livelihood activities as well as safe shelter if needed. 50 UNHCR and NGO staff, including refugee outreach workers, were trained on SGBV. GBV IMS training was conducted and a pilot project was launched. A national SGBV task force has been established in Beirut, while SGBV working groups are taking place in the North and in the Bekaa. National Standard Operating Procedures for SGBV prevention and response have been developed.
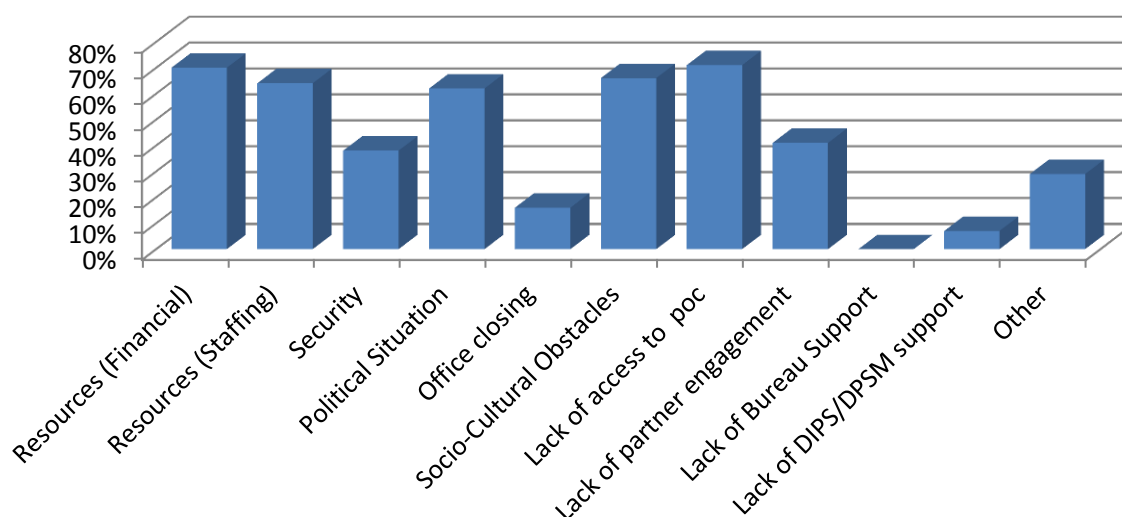
2.3 Constraints[6]

In order to understand reporting of achievement, it is important to understand the constraints to full achievement. The last two years of reporting had seen a drop in Representatives selecting constraints. The trend was reversed this year with increases in all constraints (with the exception of *lack of bureau support*) and, most notably, increases in *resources financial* (up 20% on last year), *political situation* (up 16%) and *lack of access to people of concern* (up 15%).

Chart 11 below shows that the primary constraints reported are:
- **Lack of access to/ dispersion of persons of concern**. As in previous years, this remains a primary constraint, cited by 71% of Representatives.
- **Lack of financial resources.** This is an increasing constraint, cited by 70% of Representatives as a constraint to achievement this year. This is up from 50% last year and 61% in 2010-2011.
- **Lack of resources (staffing)** which includes both numbers of staff and staff capacity, was cited by 64% of Representatives this year, increasing from 51% last year.
- **Socio-cultural obstacles***:* cited by 66% of Representatives as being a constraint to full achievement (last year cited by 61%).

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[6]This year, in order to reduce the reporting burden on staff, the question of which factors were a constraint to achievement was only asked once. In previous years, constraints were disaggregated by section of the framework i.e. whether they related to AGD integration, to the enhanced protection of children, or of women and girls with specific needs or other persons with specific needs. Because of this, the historical data has been averaged across all sections, so that a valid comparison can be made.

Chart 11: Constraints for Direct Delivery Operations

The majority of examples given under 'Other' were context specific or were providing additional detail on the constraints checked. For example, the need for refresher training on AGDM, the need to review country level AGD strategies, the lack of a legal framework and lack of partner capacity and discrimination against refugees were all raised as important constraints to implementation. The reader is urged to refer to individual submissions for further details[7].

Regional Comparison of Constraints

Prioritization of constraints differed substantially by region, suggesting that the support needs of regional operations may be quite distinct.

- **Africa:** *Lack of Financial Resources* returned as the most cited constraint to fulfillment of accountability actions in Africa in 2012-2013, cited by 77% of respondents (57% in 2011 and 72% in 2010). *Political Situation* came 2nd at 62% (increasing from 32% the previous year), followed by *lack of staffing* and lack *of access to persons of concern,* both cited by 54% of Representatives.

- **Americas:** Lack of access to/ dispersion of persons of concern remains a key constraint to full achievement in the region (71%, falling from 79% in 2011-2012 and 86% in 2010-2011). Lack of staffing resources was an equal constraint to performance, cited by 71% of Representatives, increasing 29% from the previous year. Lack of financial resources came third at 57% (down 5% from last year's value).

- **Asia and Pacific:** At 69%, three constraints were equally cited as key constraints – Political situation (up 1% from 2011-12), lack of financial resources (up 12%) and socio-cultural obstacles (down 3%).

- **Europe:** Lack of access to communities of concern/ dispersal of persons of concern was a much more reported constraint to achievement this year at 75% (up 31% from 2011-12), followed by socio-cultural obstacles (unchanged from last year at 67%) and resources- both financial and staffing- at 58% (up 14% and 10% on 2011-12 respectively).

- **MENA:** Three constraints were equally cited by 73% of Representatives working in the MENA region. These were lack of access to/ dispersion of persons of concern (rising 11% from 2011-12), political situation (rising 6%) and socio-cultural obstacles (rising 21%). It may be significant that compared to a 30% global average rise of constraints being cited, MENA's constraints jumped 90% overall from 2011-12 levels.

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[7] These are available on UNHCR's intranet or upon request from the Bureau or from DIP.

Part 3. Global Trends in UNHCR Operations: Advocacy Based Operations[8]

23 advocacy based operations were required to submit accountability frameworks[9]. As some primarily advocacy based operations also engage in direct delivery actions, all advocacy based operations were given the option of considering themselves as **mixed operational- advocacy based operations.** Of the 25 'advocacy based' operations, twelve operations considered themselves to be mixed direct delivery-advocacy based operations. These were Armenia, Australia, Bulgaria, Croatia, Japan, Mexico, Republic of Korea, Romania, Regional Representation in Riyadh, Regional Representation in South Europe, Switzerland and Regional Representation in Washington.

Advocacy based operations are required to meet five tailored accountability framework actions. Mixed operational- advocacy based operations are given an additional three accountability actions to reflect the fact that they engage in day to day, direct work with persons of concern.

3.1   Summary Performance Analysis

69% of advocacy based operations reported 'full' completion of accountability actions (3% higher than that reported in 2011-12), with an additional 26% reporting actions as being 'mostly' achieved. The additional actions for mixed operational- advocacy based operations were 52% 'fully' met and 30% 'mostly' met.

The actions that were most successfully achieved by participating Representatives in 2012-13 were:
- *External AGD leadership*: Reported by 17 out of 20 Representatives as being 'fully' achieved.
- *AGD analysis in awareness raising and mobilisation activities*: Reported by 13 out of 20 Representatives as being 'fully' achieved.

The lowest levels of 'full' achievement relate to:
- Specific needs of different groups of persons of concern addressed through development of targeted actions - reported by 5 out of 11 Mixed Operation Representatives as being 'fully' achieved
- *Incorporating AGD Advocacy into National Practice* - reported by 6 out of 11 mixed operational- advocacy based operations Representatives as being 'fully' achieved.
- *External Relations activities* – reported by 9 out of 16 advocacy operations as being fully achieved[10].

3.2   Constraints

Chart 12 below shows that, as in the last three years, the primary overall constraint to full achievement with accountability actions in advocacy based operations relates to lack of adequate staffing, cited by 65% of Representatives as a constraint to compliance. This refers to adequate capacity and not just numbers. However, this figure has dropped markedly from 81% last year. The second highest constraint was the political situation, cited by 50% of Representatives. Political constraints cited included discriminatory legal frameworks and restrictive environments dominated by immigration-control focused approaches where asylum is seen not as a protection but rather a migration tool.

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[8] Advocacy based operations are defined as countries in which UNHCR does not engage in day to day direct support of persons of concern and in which activities consist mainly of lobbying government, influencing policy, fundraising and awareness raising.
[9] 2 exemptions were given. Cyprus did not submit an accountability framework. 2 submissions were received after the statistical analysis was completed.
[10] 4 Representatives did not answer this question.

Chart 12: Constraints for advocacy based operations
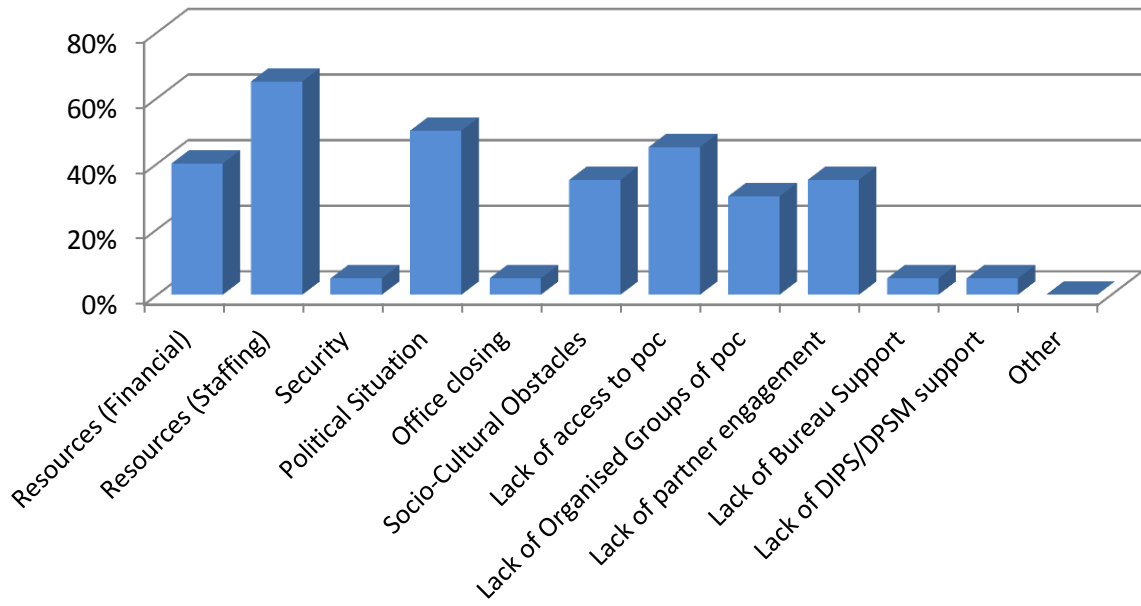
Part 4: Implementation of AGD Commitments by Senior Managers at Headquarters

UNHCR's 'Vision 2016' (above) and accompanying Forward Plan lay down **seven strategic results to be achieved between 2011 and 2016**. The seven strategic results are:

- Strengthened internal leadership and accountability for AGD
- Integration of AGD in Programming
- Expanded Capacity and Knowledge for Enhanced AGD Impact
- AGD shortcomings addressed in Resource Allocation and Expenditure
- Enhanced Leadership externally for AGD100
- Enhanced and Expanded Partnerships to Strengthen AGD
- Strengthened Monitoring and Evaluation of AGD and its Impact.

These Strategic Results have been built into the Accountability Frameworks of senior managers at HQ. The Global Analysis will provide an annual update on progress in meeting these Results. This section explores some of the initial actions taken by senior managers to contribute to their commitments in achieving the seven strategic results.

13 senior managers, **including the High Commissioner, were required to complete tailored accountability frameworks, based on the Forward Plan and the specificity of their functions**[11]. All senior managers submitted frameworks[12]. The Directors of the Division of Human Resources Management,

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[11] These were all Bureau Directors, Director of the Division of International Protection, Director of the Division of Emergency, Security and Supply, Director of the Division of External Relations, Director of the Policy Development and Evaluation Service, Inspector General, Assistant High Commissioner -Protection, Assistant High Commissioner- Operations, Deputy High Commissioner and High Commissioner.
12 One submission was received after the statistical analysis was completed. The statistical data is therefore based on 14 submissions and not 15. However, the narrative elements from the submission are included in the narrative text in this section.

of External Relations, and of Asia and Pacific Bureau were given exemption due to being in post for less than 6 months. Despite being given exemption, the new Director of External Relations chose to submit a framework to highlight the good practices of the Division- these good practices are included in the details provided below.

In 2012-2013, 41% of the total number of personalised accountability actions were reported as being 'fully' achieved, 45% 'mostly' achieved, 12% 'partially' achieved and 2% 'hardly' achieved. No actions were reported as being 'not at all' achieved. This is a significant increase in reporting of performance compared with last year, when 25% of actions were reported as being 'fully' achieved. This statistical finding should also be assessed alongside the table below which highlights the qualitative assessment provided by senior managers of their and their team's performance.

Strategic Result 1: Strengthened internal leadership and accountability for UNHCR's AGD approach **All staff are accountable for implementing the organisation's AGD commitments. Senior managers are accountable for progress in attaining minimum standards and results in a transparent manner through UNHCR's existing accountability framework and through the career management system. Accountability mechanisms towards persons of concern are in place.**	
Outcome	**Actions Taken at HQ March 2012- March 2013**
1.1 UNHCR leadership maintains profile of AGD as key policy priority, regularly promoting and tracking organisational progress in implementation	A **Senior Management Committee was dedicated to the AGD framework**. A presentation was given on the Global Analysis on 2011-2012 accountability frameworks for AGD and targeted actions. Further to the presentation, exchanges took place on the possibility, in the context of the simplification of reporting requirements, to integrate the AGD accountability framework in the year-end report. An assessment tool has also been developed to minimize the subjectivity when the report is being completed. The advantage of the personal involvement of the managers was highlighted as well as the importance of the AGD accountability framework report for the donors. Finally, over and above the report in itself, protection results were highlighted and the mechanisms put in place to draw required response plans.
	The **Assistant High Commissioner (Protection**) gave prominence to AGD in a number of ways through: • interactions with Executive Committee (Excom) and with NGO partners: Her keynote protection statement in October was presented specifically and entirely through the AGDM lens, with accompanying recommendations for follow up or improvements. • taking forward an initiative she spearheaded on Access to Justice for Women refugee SGBV survivors, inter alia through arranging for and participating in Roundtable events on the topic during Excom and at the NGO consultations in June. She also arranged for a presentation to Excom on the matter by UN Women Head, Michelle Bachelet, and has subsequently worked to strengthen the UNHCR/UN Women partnership. The Access to Justice Initiative was the subject of a house-wide IOM/FOM requiring field offices to actively plan justice initiatives into their protection strategies. • ensuring her missions, for example to the Syria situation countries, had as one particular focus improving the protection of women and children. The recommendations made have informed/been incorporated into the overall protection strategy for the Syria situation. She participated in specific consultations on child protection and SGBV responses with partners in both Jordan and Lebanon. She continued to ensure that her various missions included discussions with representatives of women refugees in camps and with vulnerable women headed households in urban settings. In one case, this allowed the identification of a looming SGBV problem and activation of the police to address it. In another, she followed up with direct advocacy at the local level to prevent impunity for perpetrators of rape. • Supporting the GBVIMS [Gender Based Violence Information Management Systems] and ensuring UNHCR HQs has re-engaged with it. The data it generates allows identification by HCR and Partners, in countries where it is operational, of gaps in services for survivors. It also permits planning based on knowledge of trends and patterns of occurrences of violations.
	The **Assistant High Commissioner (Operations) has met with women and girls' representatives and followed up** on the issues they raised during field missions. She also regularly discusses AGD implementation with staff when on field missions.
	The **Deputy High Commissioner:** • requested that his direct reports (Directors and Heads of Service) prepare a memorandum that addresses, among other: "How you will integrate age, gender and diversity analysis into your planning and implementation of programme". • followed up personally on child protection issues that came up during one of his missions

	• instigated and encouraged the use of an AGD Annual Programme Review checklist.
	The **Inspector General** : • continues to ensure that all inspection missions include meeting with persons of concern, regardless of logistical or time constraints. He has also insisted on ensuring that complaints lodged by persons of concern are prioritized, tracked and followed up on, with feedback provided to the complainant. Finally, he has ensured that SEA cases brought to the attention of the IGO are treated with utmost priority. • ensures that meetings are conducted with the leaders of organizations representing persons of concern during standard and ad hoc inspections, as well as during inspection compliance missions. • ensures that the inspection teams conducting standard and ad hoc inspections reflect gender and geographical diversity. He has also ensured that all standard inspections conducted in 2012 continue to include meetings with persons of concern including women and children.
	The **Director of the Division for International Protection has:** • shown strong leadership in the area of AGD in the areas of policy, legal and operational guidance, not least in the numerous emergency missions to the field, as described above. During the reporting period, DIP continued to be the essential motor behind AGD in UNHCR. • ensured that all staff are cognisant of the AGD policy, and that it is mainstreamed into all activities that DIP undertakes. • made direct reference to aspects of UNHCR's AGD policy and approach in numerous speeches. In particular, his keynote address "Ensuring Protection to LGBTI Persons of Concern", delivered at the HIAS LGBTI Symposium held in Geneva in September 2012 , was ground breaking in that it was the first ever speech directly on this topic delivered by a senior UNHCR manager. The speech sets out UNHCR's work with LGBTI persons of concern, as well as highlighting areas for further development for the entire humanitarian community. • personally reviews all substantive DIP products, and systematically ensures that an AGD perspective is included in all documents and protection tools, as appropriate. • resourced DIP engagement on the revision of UNHCR's Results Framework to ensure the inclusion of a significant number of AGD impact indicators • promotes the AGD approach in speeches, and during missions, including follow-up recommendations and action by DIP, as well as during meetings with government representatives. • ensured that DIP provided operations with a wide range of AGD related guidance and support throughout the year. A substantial number of DIP missions and meetings, workshops and teleconferences with Bureaux and operations focused on addressing gaps in the same set of issues during the reporting period.
	The **Director of the Division for Support Management has:** • ensured that all important events such as the Annual DPSM Retreat and the Code of Conduct Refresher refer to the AGD and community-based approach as one of the main guiding principles for our activities • ensured that the analysis of GSP-related reporting is AGD inclusive and provides disaggregated data to the extent possible. • set out "DPSM's lens for Review" to guide the assessment of our strategies, programmes and impacts. The first principle places the

people UNHCR serves at the centre of our concern, asking, "[d]o refugees and others of concern see their lives change for the better?" The concluding principle asks, "Do we systematically mainstream age, gender & diversity (AGD) in all DPSM actions?" The AGD perspective informed our discussions during 2012 Retreat and the DPSM "lens for review" is documented in the Director's presentation from the retreat debriefing and follow-up session held on 10 April 2012.

- ensured that important statements to the UN Coordination Bodies address the importance of and the implementation of the AGD perspective; During his 13 June 2012 presentation to the 52nd Session of the United Nations Programme Coordination Committee, the Director stated: "Our commitment to ensuring the equitable participation of men, women and children in programme design and delivery will be sustained and enhanced. UNHCR's new Age, Gender and Diversity Policy and a Forward Plan through 2016 will set the blueprint for consolidating achievements to date, and deepening action to address discrimination and inequality where we find it."
- instructed his team to include the AGD approach in all training initiatives and material.
- highlighted the importance of programming with AGD considerations at the forefront before UNHCR's Standing Committee provided other possibilities to. During his 15 March 2012 statement to the Standing Committee on UNHCR's Global Programmes, , the Director stated: "The Programme incorporates the High Commissioner's policy priorities in areas such as age, gender and diversity, UNHCR's responses to protracted displacement situations, the growing urban dimension of displacement and the challenges of ensuring protection within broader migratory movements." Before the June 2012 Standing Committee, he has outlined dimensions of UNHCR's programming in the area of HIV and AIDS that focus on youth, women and children.
- instructed his team to ensure that all new and updated tools, surveys, guidelines and strategies reflect an AGD approach;
- encouraged staff to ensure during relevant missions that the programme interventions under DPSM's technical areas are implemented through an AGD lens, supported with AGD sensitive guidelines;
- approved the Statistical Unit to conduct statistical analysis for the "Global Analysis 2012-2013: UNHCR Accountability Frameworks for Age, Gender and Diversity Mainstreaming and Targeted Actions"

There has been a **strong focus on integrating the AGD approach in the Europe Bureau**.

- The efforts of the Bureau to include AGD in all aspects of work have continued and the dedication of one very committed colleague to AGD has been essential for continued progress in advocacy operations. The Europe Bureau used the AGD Annual Programme Review Template for its mid-term evaluation, in an effort to maintain the attention and momentum of our AGD activities and to ensure it is part of the mid-year programme review.
- In a number of key missions to operations, the Director has reviewed the AGD efforts and discussed best practices with our colleagues. The operation in Georgia, under the active leadership of Simone Wolken stands out as a particularly positive example where successful efforts at the upstream and grass root level were strongly implemented (planning together with all stakeholders and communication of the jointly achieved results in all relevant languages). As an operation of best practice, UNHCR Georgia has been able to provide support to other offices. During two missions to Turkey the lack of ADG methodology and the lack of inclusion of the refugees in the management of the camps has been identified as a key issue and raised with the Government at all levels, and was one of the key suggestions by the High Commissioner when visiting Turkey.
- The **Bureau Director for the Americas** has affirmed her personal responsibility to ensure that AGD is mainstreamed and used as a lens in planning and implementation. The respect and acknowledgement of capacities of all persons of concern is an imprint in all operations and she leads by example in her meetings with persons of concern during missions to the field. She has participated in all

activities that promote UNHCR's commitment to age, gender and diversity this year, in particular, to our LGBTI persons of concern. She has reported in the regional update (Standing Committee) on the progress to mainstream but also the challenges of AGD in the Americas

Under the leadership of the **Bureau Director for the Americas**, the Bureau has done the following:

- Included a session on AGD during the Regional Representatives meeting of 2012 to present findings of progress and also to direct operations to enhance AGD sensitivity.
- As guidance for planning for 2013, the prevention of Sexual and Gender based violence was highlighted as a regional priority. An analysis of the Accountability framework of each one of the operations permitted better guidance in filling gaps and allocating resources.
- Reviewed all country plans with an AGD lens and operations that have failed to direct resources to fill gaps or that have left a majority of the budget at the CP level were requested to review and correct their resource allocation.
- In 2012, the Bureau benefitted from the TA of a colleague who could focus in collecting best practice, analysing the accountability frameworks, supporting the development of SOPs for SGBV response and also producing useful analysis of the functioning of MFTs.
- The Protection Officers coordination meeting has had for the past years a section dedicated to reflect on progress in AGD and in 2012, recommendations were produced to ensure the AGD perspective is included in the protection and comprehensive solutions strategies for all operations. Likewise, a checklist for the implementation of and AGD sensitive strategy was made available to operations; it was appreciated as a useful tool and considered best practice by DIP. Finally, the Bureau has promoted, with the GLC, the organization of WEBINARS to provide on-line training to field staff on AGD matters. Example: a child protection webinar with some 20 participants was organized in November and others are being planned.
- The Bureau advocated for the inclusion of Haiti, Venezuela, Ecuador and Colombia as recipients of the HC Special Projects. A careful monitoring of progress was undertaken and corrective actions were agreed with senior management in the case of one operation that showed implementation challenges. This called for her personal attention and that of the Regional Representative. The Bureau has monitored other situations where participatory assessments and outreach in the urban context remain a challenge. Concrete actions to work better with partners and POC networks are being proposed. The Bureau's monitoring role is not only one of oversight but of support to the operations in building capacity or overcoming challenges. Conclusions and information provided in the Representatives' accountability framework were cross-referenced with country plans and discrepancies (gaps vs. allocation of resources) pointed out and discussed with operations. Most operations do not provide assistance to all Persons of Concern, therefore sanitary material is provided only to the most needy cases and for an initial period for newly arrived asylum seekers.

The **Bureau Director for MENA** ensured that particular attention was paid to AGD issues in the Bureau's efforts to respond to the several emergency operations, in order to tend to the needs of the most vulnerable persons of concern to the Office, whom are rendered even more vulnerable in the context of erosion and disruption of protection and assistance mechanisms. He ensures that there is constant follow up by himself, Bureau and field staff to ensure that resource prioritisation supports the AGD approach. There is a strong Bureau commitment to ensuring that despite the challenges in the region and the need to deliver emergency assistance, the delivery of protection is in no way compromised. The Director ensures that in regional and sub-regional meetings, AGD is prioritised as the approach to delivering protection.

	The **Bureau Director for Africa** provides strong leadership to ensure that planning and resource allocation use an AGD lens. Ahead of these two phases of the Planning process, in what is now an established practice, he sends out personal messages to all Representatives for them to exercise personal leadership over all aspects of the Planning and Resource Allocation process but particularly as it relates to core priorities such as SGBV prevention and response and to ensure that the respective needs, resources, staffing and other requirements are duly programmed. In the review process, he personally reviews each and every one of the submissions, and has, in several instances, instructed that plans be revised to duly reflect those priorities within the results chain and in the allocation of resources.	
1.2 UNHCR is publicly accountable, internally and externally, for AGD results in policy and programmes.	**AGD results in both Policy and Programmes are collated annually through the AGD Accountability Framework**. Multiple copies are printed and shared externally and the electronic report is disseminated widely, with a slot on the UNHR home page upon release. The report is also sent to all staff, via an all-staff email from the Assistant High Commissioner (Protection)	
	In 2012, **a report on progress in meeting the strategic results and outcomes of UNHCR's five year AGD Forward Plan** was included in the AGD Accountability Framework Global Analysis. This was shared widely, including at June Standing Committee.	
	The **Assistant High Commissioner (Protection)** continued to ensure that the results of the AGD Accountability Framework annual review could be presented to and debated by the **Standing Committee**, and discussed in a substantive manner, with a view to promoting necessary improvements, by the SMC and in the Troika.	
	DPSM Programme Analysts provide support to the Bureaux and Divisions during the APR, as required, to ensure a solid AGD analysis of the Operations Plans: DPSM prepared an "APR Checklist for the Review of Field Submissions" for use by the Regional Bureaux and Divisions for the 2013 exercise. The second point in the checklist asks, "Is there reference to the implementation of Participatory Assessment/Planning processes for the completion of the 2013 plan?" The checklist also asks, "Is the engagement of capacities of persons of concern, partners and other responsible actors clearly described?" The checklist for 2014-2015 review is more specific vis-à-vis participatory assessment and asks: "Are the results of participatory assessments clearly mentioned when describing the problems that objectives are going to address?" As noted in Section 4(a) above, the rollout of Focus 2 will allow for the capture of disaggregated data and will facilitate AGD analysis. DPSM also issued an AGD checklist template to Bureau to support their APR process.	
	Europe, America and Asia and Pacific Bureau conducted regional analyses of the AGD Accountability Frameworks and shared findings with field offices. This sends out a message that accountability frameworks are assessed and followed up on by Bureau, thus enhancing a level of accountability.	
	UNHCR's **on-line tracking system (using the I-Sight software) has facilitated the handling of complaints,** particularly those lodged by persons of concern (especially women and persons with specific needs). While this is an internal tool for the Inspector General's Office, periodically reports are produced with statistics on the types and numbers of complaints received. These are made available to Executive Committee members.	
1.3 Staff, in accordance with their function, is encouraged to deliver and are	**580 staff members have an objective related to AGD in their 2013 Performance Appraisal Management System**. This is a significant increase on last year, where 192 staff had an AGD reference, and on 2011 where 164 staff had an AGD reference. However, this should be read alongside the fact that there are approximately 7000 staff worldwide and only a small number of the 580 staff are senior managers. 29 of the 580 are Representatives, Deputy Representatives or Assistant Representatives	
	UNHCR's Competency Framework: AGD is integrated into the Client Orientation core competency.	

held accountable for the delivery of AGD –sensitive results through the career management system.	**The Bureau Director for MENA** has a performance objective relating to 'mainstreaming AGD in the way we do business'. Bureau Representatives are also expected to have an AGD related performance objective. Performance is assessed during individual discussions with Representatives and during the mid-term review.	
	The **Bureau Director for Africa** conducts an AGD compliance review in his review of the end of year performance reports.	
	The **Bureau Director for the Americas region** performance appraisal includes elements to assess progress in the promotion of the mainstreaming of AGD issues, this is cascaded in the performance evaluation of all Representatives.	
1.4 Policies, strategies, guidance, advocacy and standard setting are based on sound AGD principles	Regional Bureau Strategies are based on AGD principles. Age, gender and diversity have been mainstreamed in the ***Bureau for Europe Strategic Directions for 2012 and Beyond***, explicitly in: • Priority 1: Safeguard the asylum space in migration context: access to territory for persons of concern; acceptable reception conditions in particular for persons with special needs (Pillar 1) • Priority 2: Build and maintain effective asylum and protection systems (Pillar 1) and less explicitly in: • Priority 3: Secure durable solutions for refugees and IDPs (Pillars 1, 3 and 4) • Priority 4: Prevent and resolve situations of statelessness (Pillar 2) • Priority 5: Strengthen UNHCR's external relations and mobilize support for the work of UNHCR worldwide and for persons of concern	
	AGD informs all DPSM policy documentation. The overall DPSM Strategy and Plan are aligned with the AGD approach and supportive of a community and rights-based approach. The 2013 DPSM Plan narrative states in the first section: "Protection is at the heart of DPSM's activities and is the basis for our vision, strategies and policies. The importance of a rights-based approach and other relevant principles, including the mainstreaming of age, gender and diversity, cannot be overestimated."	
	DIP ensures that an AGD perspective is included in all documents and protection tools, as appropriate. For example, the access to justice policy, initial guidance on cash assistance and emergency checklists are all based on AGD principles.	

Strategic Result 2: Integration of AGD in Programming.
All protection and service delivery provided by UNHCR is based on age, gender and diversity analysis to ensure that all persons of concern have equitable access to UNHCR support. Additional services or 'targeted actions' are in place to address specific needs and are, in and of themselves, age, gender and diversity sensitive. These are visible, measurable and budgeted for in Country Operation Plans (COPs) and Special Appeals.

Outcomes	Actions Taken at HQ March 2012- March 2013
2.1 The Country Operation's annual or emergency response budget,	The provision of security advice and support both at headquarters and through FSAs operating in the field endeavour to ensure that **AGDM is considered throughout security planning**, evidenced in the Burundi/Tanzania returns, DRC operation, and response to the Syria crisis. FSAs also provided support on security incident management for persons of concern where different responses are required for various groups.

as well as protection and programme planning are based on sound AGD analysis and the results of participatory assessments	**Programme instructions and manuals include guidance on the AGD approach** and adherence by operations is reviewed during the Annual Programme Review (APR) process: ensured that the revised Chapter IV reflects how to plan, implement and monitor programmes in an AGD inclusive manner, and how to use participatory assessments and a rights-based approach in the operations cycle. The current draft of revised Chapter IV, which has yet to be finalised and released, includes a stand-alone section on AGD and participatory assessments and AGD principles have been mainstreamed throughout the chapter.
	UNHCR's registration and case management software proGres, which has been rolled out to 411 sites in 93 countries, contains data on each registered person including sex, date of birth and specific needs, for example, such as whether the individual is a an unaccompanied minor, elderly, a child at risk of not attending school, or related to their gender, such as woman at risk, single woman or lactating. While version of proGres currently in use only allows registration at the individual level, the new version under development – proGres v4 – will facilitate household level registration in emergencies, including sex and age cohort data.
	In 2012, the **Europe Bureau presented on *AGD-The Way We Do Business* at the Annual Programme Review (APR)** to highlight the ways it is addressing the challenges of implementing the UNHCR AGD Policy in advocacy operations. In addition, to ensure that AGD is fully mainstreamed in the planning cycle, the Bureau for Europe introduced a Mid-Year Review AGD Checklist to encourage Representatives to carry out the mid-year review in an age, gender and diversity sensitive manner as foreseen by the AGDM Forward Plan (2011-2016). A full report was produced on the AGD Mid-Year Review exercise.
	Collective efforts in the MENA Bureau and field were made to ensure that in the midst of unrest and emergencies, AGD issues were not neglected, but in fact were prioritized in emergency response, with dedicated functions for Child Protection and SGBV prevention and response being created and budgeted for.
2.2'Targeted actions' are in place to address specific needs and are age, gender and diversity sensitive. These are locally relevant and are visible, measurable and budgeted for in Country Operation Plans and Special Appeals	**DIP provided key support in a number of emergency situations** in 2012, working directly with the HC, AHCs, Bureaux colleagues, Representatives and field staff to develop comprehensive, AGD-sensitive protection responses. This support includes the following key areas: drafting guidance documents; providing protection training; guiding national and regional protection strategy formulation; protection project design; and advice on protection staffing and funding. DIP staff have also undertaken extensive missions to emergency situations and other field operations to ensure that AGD-related protection concerns were addressed. These included targeted missions to countries affected by the Syria emergency in the areas of SGBV Prevention and Response, child protection education, older persons, and disability. In Africa, there were SGBV Prevention and Response support missions to Burkina Faso, Chad, Ethiopia and Niger; Child Protection support missions to Ethiopia, Kenya (regional); Education; support missions to Cameroon, Burkina Faso, Ethiopia, Ghana, Kenya, Rwanda and Senegal; Community Services and Durable Solutions Units : protection review of Ethiopia operation, including staffing.
	In 2011-12, **UNHCR formulated three new organization-wide strategies in the area of Child Protection, Education and SGBV**. The implementation of these strategies started in a selected number of countries in 2012 and will continue for a period of five years. The Education strategy has been rolled out in 20 priority countries since 2012 and has shown its first successes. The SGBV strategy was implemented through special projects in 12 countries in 2012, focusing on innovative, multi-sectoral approaches to SGBV prevention and response. The child protection strategy has been rolled out in 11 countries in Africa and Asia, representing a range of geographic and camp/urban contexts.
	Americas Bureau reported the following: • Birth registration of all children born in their territory is a priority in most Latin American countries. There are instances where parents lack documentation or where there is late registration when difficulties arise. According to our records seven operations reported targeted actions in favour of adolescents, particularly in relation to the protection of UASC a group that includes an important number

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of adolescents. About education, most operations advocate for the inclusion of persons of concern in public primary schools. Baseline and adequate data collection to ascertain an increase of enrolment is not available. The funding constraints do not permit an increased support to families of children in primary school and no country in the Americas is part of the HC's special projects focused on education. BID was incorporated in Mexican legislation and important progress was reported in Argentina. Advocacy with the Organization of American States will multiply our efforts to ensure BID is undertaken. Finally, Mexico is one of the pilot countries for the implementation of the Child Protection Framework and as such has benefitted from the input of a Child Protection deployee.

- There has been progress in ensuring the development and adherence to SOPs to prevent and respond to SGBV, for example the Regional protection meeting covered the attention and response to LGBTI persons of concern who are SGBV survivors. Furthermore, all operations are working with governmental counterparts in the development of country-specific SGBV strategies. A first draft of such strategies should be available by June 2013. There are challenges however, the Bureau remains concerned to improve statistical information which needs to be addressed for all operations as it has been in Colombia where GBVIMS has been strengthened thanks to the specific technical support of a dedicated consultant. While protection advocacy takes into account the specific needs of persons with disabilities and the elderly, this is an area where programmatic activities are lacking. The Bureau for the America, more than ever, is confronted with resources far below the minimum to continue core protection activities, provide basic services to the most vulnerable and to design and implement targeted actions to benefit some important segments of our population of concern.

- The Bureau undertook a 2 month mission to Haiti to assist and monitor the implementation of its SGBV program. The mission was successful in identifying gaps and strengths in the operation and in the finalization of the SGBV SOPs.

Addressing SGBV has been incorporated into **MENA Bureau workplans** and the next step will be to provide further analysis of the implementation and outputs of these strategies. In terms of staff capacity, a Regional SGBV focal point is based in Lebanon offering support to staff in the region.

Europe Bureau reported the following:

- There are many positive examples of UNCHR's increasing application of AGDM in Europe, which are provided in the Bureau's AGD summary report. The systematic approach to include AGD in the legal framework and practice of States was successful in most countries. A particular focus remained on unaccompanied and separated children, a major problem in Europe, for which dedicated processes were established and a number of reports issued. Successful litigation cases on LGBTI (discretion argument) in the UK, Norway and Finland helped to influence practice in a number of states. In France, the Conseil d'Etat has decided that female genital mutilation may be considered as a social group. AGD is central in key issues for the Europe Bureau, including trafficking, SGBV, xenophobia and inclusion of Roma.

- Greater awareness on SGBV, FGM, trafficking was achieved through direct lobbying, litigation and publication of reports. SGBV has become a central theme for many European donor countries (e.g. Nordics, UK, Benelux). Increasing focus was given to the vulnerability of trafficked women throughout Europe, with a special focus on countries along trafficking routes (Balkans and Eastern Europe). Specific examples are provided in Europe's AGD Report.

- With regard to child protection there have been significant improvements in the legal framework and practice took place in Austria, Greece, Netherlands, Norway, UK and Luxembourg. UNHCR's focus on unaccompanied and separated children helped to raise awareness and improve practice, in particular to reduce detention of children, provide guardian and have dedicated procedures and special counselling.

	• The Bureau strengthened its focus on LGBTI, SGBV and persons with special needs as described in Europe's summary report. The massive influx of Syrian refugees into Turkey required a dedicated attention on victims of torture, traumatized children and victims of sexual violence. UNHCR explored several ways with the Turkish authorities to increase counselling and dedicated activities for these groups, progress has not been as fast as we wished but the situation has improved, also due to strong advocacy by the HC and UNHCR's special envoy.
2.3All Programme related guidance and reporting is AGD inclusive	**All DPSM tools and guidelines issued in 2012 have mainstreamed AGD**; include stand-alone chapters on protection and/or AGD references. As an example, DPSM's new draft operational guidelines for livelihoods programming address gender differences in crucial areas, such as stereotypes, access to services and cultural norms and make consistent references to aspects of age that influence livelihoods. The guidelines have a strong gender dimension and address the different strategies and coping mechanisms used by men and women. They provide good examples of livelihoods interventions relevant for persons with disabilities.
	• The **instructions and guidelines for programme implementation in 2012**, which were issued in a memorandum from the High Commissioner on 31 January 2012, emphasised on the covering page that the AGD perspective must always be incorporated in the design, implementation and assessment of UNHCR operations." Appendix 1 to the memorandum provides specific guidance on the disaggregation of indicators, stating that, "operations should disaggregate data to reflect the status of women, men, boys and girls and the impact of UNHCR's programmes on their situation," requiring operations to collect disaggregated data and report on nine key indicators. UNHCR operations were also requested to engage partners in the effort and build their capacity to collect disaggregated data. • Indicator guidance includes advice on how to collect and record disaggregated data. DPSM's paper on the Global Strategic Priorities for 2012-2013, which was submitted to the 53rd meeting of the Standing Committee in March 2012, makes references to participatory assessments, stating: "Field and regional offices will pursue the GSPs that are relevant in their particular context, based on the outcomes of participatory assessment and planning with Governments, partners and communities."
	DPSM has **revised the guidance to field operations on the use of Focus to better reflect the importance of participatory assessments** and AGD, and Focus provides the following instructions: The Template for the Summary Protection includes a new field titled "Overview of the Protection Situation" which requires specific reference to the protection problems and risks faced by different groups according to their age, gender and diversity characteristics within the population type.
	In late 2012 and early 2013, DPSM coordinated the **revision of UNHCR's Results Framework** for the 2014—2015 operational planning cycle, and strengthening the AGD dimension was a key objective of the exercise. Specific modifications to the Results Framework will allow operations to report results in a manner that will allow for the differentiated and systematic analysis of the situation of women, men, boys and girls. 49 indicators have been designated as "AGD related" and new AGD elements have been included in the Results Framework, including eight "female" secondary indicators that facilitate disaggregated reporting on key issues (i.e., refoulement).
	• **The instructions and guidelines on reporting on 2012 results**, **implementation in 2013 and planning in 2014 and 2014 implementation,** prepared by DPSM and issued by the High Commissioner in a memorandum on 21 December 2012 carried the following "key message": "Country and regional programmes must be designed to meet the needs of all people of concern and support the overarching protection strategy set out in the Operations Plans. The age, gender and diversity framework and participatory assessment approach must remain essential steps in determining protection risks and gaps, and inform programme design, impact monitoring and reporting."

	• **The section of the instructions on planning for 2014—2015**, states: "UNHCR's planning of operations must strive to ensure broad participatory, rights and community-based approach, based on an analysis of protection risks from the standpoint of age, gender and other social factors. The planning must adhere to basic principles of "inclusiveness" throughout the process, provide careful identification of the needs and capacities of persons of concern and identify operational priorities where the most important protection impact can be achieved."

Strategic Result 3: Expanded Capacity and Knowledge for Enhanced AGD Impact
UNHCR staff and implementing partners have the skills and knowledge to deliver on UNHCR's commitments, as set out in the 2011 Age, Gender and Diversity Policy.

Outcomes	Actions Taken at HQ March 2012- March 2013
3.1 All UNHCR staff, including senior managers, are aware of organisational AGD commitments and the implications of these for their work	**UNHCR's AGD Policy** clearly lays down UNHCR's AGD commitments and the implications of these for all staff.
	UNHCR's AGD Accountability Framework lays down responsibilities for senior managers. Each senior manager develops their framework each year, setting down actions which aim to meet the outcomes and results set. They are required to share these commitments with their team to ensure that all work together towards the same results.
3.2 Staff, in accordance with their function, have AGD competence through relevant training and other capacity building	**Self-study modules based** on each of the AGD related 'Need to Know guidance notes are being developed in cooperation with the Global Learning Centre, with the first two modules on the thematic areas of disability and LGBTI to be released in the first half of 2013.
	UNHCR recently developed **two new e-Learning courses for staff and partners**. An SGBV course was launched in November 2012 and within two weeks, 660 staff members from 144 field offices had completed the first two modules. A course on UNHCR's AGD Approach was launched in February 2013, and is expected to become mandatory by September 2013.
	Two new modules were produced in the Need to Know guidance series: "Working with National or Ethnic, Religious and Linguistic Minorities in Forced Displacement " and "Working with Men and Boy Survivors of Sexual and Gender-based Violence in Forced Displacement."
	• The following are some key examples of **2012 DIP products aimed directly at enhancing AGD delivery**: - "Survivors, Protectors, Providers: Refugee women speak out." Complete report of the seven Regional Dialogues with women and girls (book) - "5 Commitments to Refugee Women – The Films" Report after 10 year of implementation. - The "Ground with Least Clarity": A Comparative Study of Jurisprudential Developments relating to "Membership of a Particular Social Group" by Michelle Foster, University of Melbourne - Age, gender and diversity approach (Standing Committee Paper) - UNHCR Guidelines on International Protection No. 9: Claims to Refugee Status based on Sexual Orientation and/or Gender Identity - UNHCR Guidelines on Ensuring Every Child's Right to Acquire a Nationality through Articles 1-4 of the 1961 Convention on the Reduction of Statelessness

- A guidance note setting out the key elements of, as well as the rationale for, the systematic application of a community-based approach to UNHCR's field protection work (community-based protection) will be issued in the first quarter of 2013. The project to realign the Community Services function , which includes a review of all P2/P3 field-based protection posts, will be finalized in May 2013. The overarching aim of the exercise is to firmly embed the accountability for applying a community-based approach to field protection work in all of UNHCR's field protection functions.

- DIP also organised the **following events at HQ**:
  - Film showings: "My Body, My Territory" Film on prevention of and response to sexual violence in situations of forced displacement.
  - Food for thought - Professor Alex Bellamy "Role of the UN in the Prevention of Massive Violations of Human Rights Law and in Promoting Access to Justice" (food for thought)
  - Food for thought - Challenging Masculinity : Men, Boys and Gender Equality
- Food for thought - Empowering Refugee Women: Examples from the Field with Diane Goodman and Zahra Mirghani

During 2012, UNHCR and WFP developed updated **guidance** for Joint Assessment Missions, and the Technical Guidance Sheet on Protection provides detailed guidance on the linkages between AGD considerations, food assistance and protection gaps . Other examples include operational guidance on refugee access to health insurance, Standardized Enhanced Nutrition Surveys (SENS), mental health and cash-based interventions.

- The **toolbox for Protection in Emergencies**, which includes an AGD lens, has been posted on the UNHCR intranet, and continues to be disseminated to WEM participants four times a year. DESS also continues to develop additional checklists as the needs are identified (relocation and mainstreaming protection is currently under development).
- The rollout of the **Manual on Security of Concern for Persons of Concern**, which includes an AGD lens, issued last year, has been enhanced so as to render it an effective tool for all UNHCR staff and partners involved in ensuring the security of persons of concern. Agreement has been reached to incorporate/referenced/mentioned the Manual in some 20 training events, ranging from security to livelihoods training. It is also a standard feature in FSA/AFSA and protection training. An e-earning module and mobile phone application are in the process of development.

The **Bureau for Europe** have provided training to staff in advocacy operations and external partners on the UNHCR AGD Policy and on what participatory and community-based approaches as well as empowerment mean in these contexts, and the approaches thus required in each operational context.
Support and guidance have also been extended to the field, through training, regular updates on resources and tool development, on specific topics *i.a.* Best Interest Determination for unaccompanied and separated children, SGBV prevention and response mechanisms in the asylum reception centres, female genital mutilation and asylum, human trafficking, sexual orientation and gender identity (and credibility assessment). Contributions on sexual orientation, human trafficking and gender to Refworld have been enhanced.

DPSM undertakes **technical support missions** in all areas of basic needs (i.e., health, HIV and AIDS, reproductive health, food security and nutrition, WASH, shelter and settlements) and also in relation to registration and information management, where AGD considerations are central to all activities.

DPSM develops and supports **training activities**, working closely with UNHCR's Global Learning Centre. Training materials normally draw from and build upon operational guidance, tools and guidelines that, as noted above, reflect an AGD perspective. The brochure developed to promote the livelihoods training programme notes that "[s]upporting livelihoods is a strategy for empowering people of concern, for offering opportunities to men and women appropriate to their capabilities and age, and for promoting gender equality." As

	another example, DPSM's shelter and settlements training materials highlight age, gender and diversity, a participatory approach, empowerment and capacity building of community members and gender as "Guiding Principles," as well as relevant case studies. The camp management and coordination (CMC) training incorporates specific chapters on the AGD perspective and participation.
3.3 UNHCR documents, builds on and applies good AGD practice and shares good practice with implementing partners to enhance their capacity to implement the AGD approach	In 2012, UNHCR collected **24 good practices from field operations on AGD and gender equality** to connect, inspire and motivate staff around the world. This is an on-going project, and UNHCR is exploring how to increase the visibility and use of such practices in the field.

Strategic Result 4: AGD shortcomings addressed in Resource Allocation and Expenditure
UNHCR comprehensively and publicly elaborates the resources necessary to ensure that the AGD Plan and Policy can be implemented. It will use existing resources and where shortcomings are identified it will actively seek additional resourcing. Specific needs identified through applying the AGD principles are prioritised in plans and when designing office/staffing structures.

Outcomes	Actions Taken at HQ March 2012- March 2013
4.1 All Bureau and Divisions have an appropriately resourced, measurable and realistic strategy for supporting AGD results in the field and at Headquarters	In the course of the year decisions on savings had to be made. The instruction by the **High Commissioner that said savings should not impact on the key protection areas including SGBV, education and child protection.**
	The **Regional Bureau Strategies for Europe and Americas** are based on a firm commitment to UNHCR's AGD Policy, its 2011-2016 AGDM Forward Plan, the accountability actions laid down in the framework for Country Representatives and Bureau Directors and on the use of the rights and community based approach and age, gender and diversity analysis.
	The **Regional Bureau Strategy for MENA prioritises an AGD approach.** Conscious reminder we adopted, and constant reminder as busy responding in hardware terms of real emergencies. Not possible to compromise. Needed to do the opposite.
	The **Americas Bureau has an AGD Forward Plan**.
4.2 Field operations are able to and do resource AGD sensitive priorities and meet gaps in addressing needs of groups with specific	In **Africa Bureau**, all Annual Plans are rigorously reviewed for their having complied with AGD priorities at the planning level and, even more critically, when it comes to the allocation of resources.
	The **Director of the Africa Bureau,** has set minimum planning and resource allocation targets including, as an example, that sanitary towels should be planned and resourced at 100% of the needs. With regard to girl child enrolment and retention in school the idea was that, in a period of five years, we would have reached a minimum target across all operations in the Africa region. Furthermore, with regard to protection in general and the battle against SGBV in particular, the Director has worked hard with Operations such as the DRC to

needs	reconfigure protection interventions towards more concrete outputs, rather than only the typical monitoring and reporting.
	Private Sector Fundraising has established a new unit dedicated to developing thematic fundraising materials and has begun to compile information explaining how UNCHR's programmes are currently addressing rights of women and children from a fundraising perspective.
	In **MENA Bureau**, resource and budget prioritization reflected AGDM requirements. As operations finalise their Country Operation Plans, the Bureau is assessing whether each Plan is reflecting the AGD approach and use this is criteria for fund allocation. The AGD Annual Programme Review checklist is being used by each office in the MENA Bureau to support them in developing their Plan. The Bureau staff are also using the checklist for their assessment of the Plans. The checklist is seen as a helpful reminder and prioritisation support tool. Field operations are allocating resources for outreach to people with specific needs such as the elderly and disabled. In Jordan. the emergency registration procedures include the provision of resources specifically to assist the elderly and disabled to reach UNHCR registration locations. Similarly, in Lebanon, resources have been allocated for early identification of unaccompanied and separated children to ensure urgent registration and assistance.

Strategic Result 5: Enhanced Leadership externally for AGD
UNHCR advocates for and uses its voice to promote/champion gender equality, respect for diversity and the equitable enjoyment of rights by all persons of concern throughout its work with national governments, implementing partners and other UN agencies.

Outcomes	Actions Taken at HQ March 2012- March 2013
5.1 UNHCR regularly advocates for integration of the AGD approach with governments and other partners, including advocacy for systematic collection of disaggregated data.	The **High Commissioner** through his Dialogue on Protection Challenges brought together over 200 religious leaders and staff of faith based NGOs under the theme Faith and Protection, and confirmed the close link between principles of refugee protection and some of the fundamental values that are shared by all major faiths. This dialogue expanded opportunities to advocate for protection principles.
	The **Bureau for Europe** promotes the UNHCR AGD Policy to state authorities, NGOs and civil society, to ensure that laws, policies, services and other programmatic and operational responses affecting persons of concerns are age-, gender- and diversity-sensitive, and that processes allowing the meaningful participation and effective empowerment of refugees are put in place. UNHCR also provided input and feedback to the Commissioner for Human Rights of the Council of Europe for his statement on statelessness among children in Europe. In November 2012, UNHCR submitted a written contribution to and delivered an oral intervention at the Parliamentary Assembly of the Council of Europe during a hearing on access to nationality which highlighted the need for safeguards against statelessness at birth throughout Europe. Lastly, the Bureau organized in November 2012 a regional workshop in Zagreb to analyse the national legal and administrative frameworks in the Western Balkans and determine whether these incorporated UNHCR's vulnerability criteria in view of the beneficiary selection for the Regional Housing Programme, for internally displaced persons from the 1991 – 1995 regional conflicts still in need of durable solutions. UNHCR provided technical assistance to the governments of Bosnia and Herzegovina, Croatia, Montenegro and Serbia to ensure proposed housing solutions adapt to the specific needs of beneficiaries.

The **Division of External Relations (DER) notes the following in its reflection of progress over the year:**

- Progress has been made with regard to the mainstreaming of AGDM analysis in the Global Appeals and Reports, including more consistent and comprehensive gathering of information on findings stemming from participatory assessments at country level.
- In the Dilemma Campaign, DER ensured that women and children were featured in the majority of the materials and that some aspects were gender specific. We also made sure that the campaign was regionally balanced in terms of the visual messaging. The video storytelling project integrated age, gender, and diversity mainstreaming into coverage planning from the outset, resulting in tens of stories reflecting and celebrating the courage of refugees and stateless people of diverse age, race , economic status and gender. PI continued to highlight the impact of displacement and statelessness on women and children across all outputs including the regular Briefing Notes, web and other online stories, and in its photos and TV work. Video packages focussing on the stories of individual women and children, and including in the 1 life, 1 story series, were produced from South Sudan, Jordan, Lebanon, Kenya, Mali, Tanzania, and Ethiopia. Among highlights of coverage on UNHCR's international websites were reports on education investment for Somali refugees, Congolese refugee children in Rwanda, an initiative to enrol 172,000 refugee children in schools, activism against sexual violence, an Ikea foundation education project, celebrity Lady Antebellum's meeting with refugee children, education in Malawi, and the EU's decision to donate Nobel funds to refugee children.

UNHCR's flagship publication on population statistics, UNHCR Global Trends includes a standalone chapter on "Demographic and location characteristics," that begins with the statement, "Information on gender and age is essential for planning, implementing, monitoring and evaluating refugee programmes. UNHCR offices in the field are encouraged to collect and disseminate sex and age-disaggregated information on persons of concern." In the chapter, DPSM acknowledges that further improvements are needed in expanding the collection of sex and age disaggregated data, but notes that in absolute terms the number of operations reporting disaggregated data has more than doubled since 2005, reaching 69%.

DPSM is responsible for the development of UNHCR's emergency web portals and has ensured that the design provides for the presentation of sex and age disaggregated data, which is available through this platform for operational partners, host governments and donors and the public (data.unhcr.org). DPSM also developed and supports UNHCR's web-based Health Information System (HIS) – which has now been rebranded as Twine – which presents sex and age disaggregated data on public health and related areas (twine.unhcr.org).

During 2012, DPSM and DIP pursued the deployment of an Adviser from the IASC Gender Standby Capacity (GenCap) Roster to provide support and guidance on the implementation of the Gender Marker within the three UNHCR-led Global Clusters (Protection, Emergency Shelter and Camp Coordination & Camp Management). Although the request was submitted in August 2012, the GenCap Adviser has only recently taken up her functions. The terms of reference are available.

Prioritization of gender related issues and education of girls and women, especially marginalized populations, through the Nansen Refugee Award programme/ceremony. The work of the 2012 winner, Mama Hawa, highlighted age, gender and diversity concerns.
For World Refugee Day 2012 - DER has tried to integrate the concerns of women and children especially and the security risks they face when forced to flee. The Dilemma campaign, the app, and the individual stories of forcibly displaced persons displayed on the WRD webpage and various social media platforms all fully embrace and address the AGD dimension.

Strategic Result 6: Enhanced and Expanded Partnerships to Strengthen AGD **UNHCR has developed strategic and effective partnerships to support the organisation in meeting its AGD commitments.**	
Outcomes	**Actions Taken at HQ March 2012- March 2013**
6.1 Strategic and effective partnerships and referral systems with NGOs, women's groups, community based organisations and government partners are in place. These ensure that the needs and rights of persons with specific needs are met. AGD concerns are integrated into existing awareness raising and training activities with partners	In the area of partnerships, DIP cooperation is on-going with the Women's Refugee Commission and the Organization for Refuge, Asylum and Migration (ORAM) to provide field staff and partners with training on working with persons with disability and LGBTI persons, respectively.
	UNHCR hosts the Joint IDP Profiling Service (JIPS) within DPSM. JIPS is an interagency partnership initiative that provides technical support and advice with profiling, develops tools and methods and consolidates and shares good practice through the online Profiling and Assessment Resource Kit (PARK) (http://www.parkdatabase.org). The PARK database includes tools that incorporate an AGD perspective.
	• AGDM was included as a theme in the annual UNHCR poster contest with the MOME University School of Design in Budapest. The posters aim at picturing the challenges of ADGM which UNHCR strives to respond to worldwide. • The video that came in second in the 2012 UNHCR video competition with the MOME University was related to the special needs of women, depicting the personal story of a Colombian woman who was forced to flee and separated from her children. The video was shown at UNHCR's Standing Committee in March 2013, and placed on UNHCR's social media sites.

Strategic Result 7: Strengthened Monitoring and Evaluation of AGD and its Impact Quality evidence and information on AGD impact is available and used	
Outcomes	**Actions Taken at HQ March 2012- March 2013**
7.1 Analysis, evaluations, lessons-learned, reviews and other studies commissioned by or developed by HQ and Regional and Country Offices fully integrate age, gender and diversity analysis and, where possible, assess AGD results.	• **Policy Development and Evaluation Service (PDES) has placed policy development, evaluation and research projects with specific AGD focus on the Division's work plan**. These include: The world turned upside down: a review of protection risks and UNHCR's role in natural disasters; UNHCR's engagement with refugee youth: a global review; Refugee education: a global review; A catalyst and a bridge: an evaluation of UNHCRs community empowerment projects in Sierra Leone; Refugees and the Rashaida: human smuggling and trafficking from Eritrea to Sudan and Egypt; Broken futures: young Afghan asylum seekers in the UK and on return to their country of origin; What happens after the war? How refugee camp peace programmes contribute to post-conflict peace building strategies; Refugee children's participation in protection: a case study from Uganda; Frozen words: memory and sexual violence amongst Sudanese refugee women in Cairo; Seeking meaning: an anthropological and community-based approach to witchcraft accusations and their prevention in refugee situations; Urban attractions: returnee youth, mobility and the search for a future in South Sudan's regional towns. • PDES has kept abreast of the literature on AGD-related issues and has shared relevant information across the organisation, ensuring that topics are brought onto the agenda.
	All inspection missions include meeting with persons of concern, regardless of logistical or time constraints.
7.2 UNHCR's key operational tools are fully aligned with and supportive of an AGD approach. The results framework enables the collection and monitoring of AGD results, including disaggregated data, ensuring that quality evidence and information on AGD programming results are available across UNHCR for decision making.	Focus currently does not allow for the reporting of disaggregated data. The new version, Focus 2, was scheduled for release in 2012, but this has been postponed due to delays in software development. DPSM was able to utilize data from the Health Information System and Standards & Indicators reports to provide disaggregated data for some Global Strategic Priority (GSP) impact indicators. The new indicator guidance developed for the field includes advice on how to record and analyse disaggregated data for ten indicators, as also outlined in Section 3(a). Improvements in the UNHCR Results Framework to reflect the AGD dimension, as described in Section 3(a) above, and the eventual rollout of Focus 2 will facilitate AGD-inclusive analysis of GSP reporting in future years.

Constraints

A number of constraints to implementation were identified by senior managers. For Bureau Directors the following constraints were raised:

Financial constraints was more prominent than in previous years. While a number of senior managers expressed that significant efforts had been made to prioritise the AGD approach and targeted actions for persons with specific needs, the following comments were also made:

- Competing demands for resources for programme.
- The current budget structure/results framework make it difficult to effectively construct thematic fundraising on issues related to ADGM.
- Financial constraints have limited the number and scope of activities that DIP has been able to undertake in this area.
- Financial constraints continue to undermine the IGO's efforts to carry out additional investigations and inspections.
- Africa Bureau's efforts to entrench non negotiables into budgetary allocation, were challenged by fiscal management constraints.

Staffing was raised as a constraint by both Bureau Directors and other Division Directors. Comments include:

- Staffing constraints continue to undermine the IGO's efforts to carry out a complete range of related activities.
- DIP's limited staffing means that the Division is not always able to fully address all the heavy demands placed on them, as they are not commensurate with the staffing.
- Targeted fund-raising campaigns for AGDM require dedicated HR as these campaigns have to be built up from relevant activities that are part of CNA budgets. These activities have to be cut-out of the country programmes and completely re-packaged for fund-raising purposes. Monitoring and reporting against these tailor-made submissions is complex and time-consuming.

Additional Constraints include:

- Security restricts access and hence limits monitoring
- Need for better cross working in relation to AGD: Synergies between Bureaux, DPSM, DIP and DFAM need to be strengthened to allow for more effective fund-raising and reporting for/against AGDM activities.
- The delay in the release of the new version of Focus 2 due to delays in software development limited achievements this year.
- Marginalized groups are less likely to be well organized and may therefore be more difficult to access.
- The Toolbox on Protection in Emergencies was somewhat delayed due to the need to prioritize emergency missions to the field.
- When advocating for mainstreaming the participatory, rights and community based approach, access to populations due to security and related political situation is often a challenge.
- The political situation certain countries can lead to scheduled inspection and compliance missions being postponed or cancelled.
- Given the short period of time allocated to each inspection, the meetings with persons of concern are sometimes not as inclusive as the IGO would like.

- The operational engagement in non-advocacy operations in Europe is steadily declining and increasingly offices in the Balkans and Eastern Europe are shifting towards advocacy operations. This had led to fewer contacts with refugees, asylum seekers and persons at risk of statelessness and has resulted in a less direct involvement in AGD by the offices.

Part 5: Moving Forward

Part 3 revealed that a number of recommendations made in previous years' Global Analysis have been taken on board by UNHCR. There has been a significant effort to integrate AGD inclusive analysis into the Results Based Framework and a growing number of senior managers have been pro-active in integrating the AGD approach into their work and engaging with accountability framework findings. This is revealed by the significant increase in the reporting of 'fully' achieved for accountability actions at Headquarters.

In terms of field operations, Part 2 of this report revealed important distinctions in the strengths and challenges of the different regions: Asia and Pacific reported its greatest success in providing follow up of participatory assessment findings to persons of concern; Europe Bureau reported significant progress in its work on child protection; MENA reported important strengths in ensuring that budgeting and planning reflect participatory assessment findings and in incorporating SGBV into operational strategies; Americas Bureau has reported strong performance across the board, and particularly in terms of advocating for an AGD approach within national practices and; Africa Bureau has reported important progress in primary school enrolment.

There are a number of recommendations that necessitate broader debate and engagement. The table below highlights the most important gaps to be addressed over the coming year, with recommendations for how they should be addressed.

Gap	Recommendation	Accountability
Child protection remains the area that provides the greatest challenge for staff, particularly in relation to developing targeted protection programming for young people	UNHCR develops a **forward lan to support implementation of the Protection Framework for Child Protection.** The Plan is accompanied by senior level and donor/partner endorsement and the commitment/firewalling of the necessary financial and staff resources for implementation.	Senior Management Committee
Significant progress has been made in integrating AGD impact indicators into the results based framework. This will enable reporting on a number of the standards in the accountability framework from late 2014. It will not, however, enable monitoring of management performance. It will therefore also be critical to embed the accountability component of the accountability framework into the results framework.	2013 should be a transition year during which AGD reporting at field level will be incorporated into Focus in order to continue the process of integrating AGD more fully into UNHCR's planning and reporting systems. - AGD reporting should remain a mandatory accountability of senior managers. The Division of International Protection and the Division of Programme Support and Management should continue to consult with field operations on the shape AGD reporting and accountabilities will take in FOCUS.	Troika Team of focal points from each Bureau and Division, led by Division for International Protection (DIP) and the Division for Programme Support and Management (DPSM)

Clarity on next leadership steps at HQ now there has been a significant reported progress in integration of the AGD accountability actions by senior managers at HQ and now that there is clarity around the constraints to AGD integration at field level.	**HQ AGD accountability frameworks to be revised by senior managers** to enhance an SMC team approach, to reflect significant progress made since initial design**.** Actions should focus specifically on leadership processes and overcoming the known constraints.	Senior Management Committee
In depth understanding of why particular regions excel in certain areas and face challenges in others. Some operations are managing to overcome the many constraints that exist. How do they do this? What is it that works for them? Is this replicable elsewhere? How can these good practices be scaled up? This year there has been a record number of examples of good practice cited in representatives' accountability reports. These need to be analysed, understood and built upon.	Bureaux and DIP to work together to analyse the strengths of each region and to share the learning with other Bureau. This should support the cross-fertilisation of good practices, reinforcement of existing good practice and an evidence-based targeting of support. The AGD focal points system should be re-invigorated, with Terms of Reference for each focal point agreed with their manager. One of their functions should be to work together to cross-fertilise good practice.	Bureaux and DIP, particularly the AGD focal points.
UNHCR has committed itself to participatory planning and the approach is becoming gradually embedded within the organisation's structures. However, it is currently not possible to assess the extent to which the voices of persons of concern are actually reflected in either planning or in final budgetary allocation.	There needs to be a clear and visible link between the key results and analysis of participatory assessments and operations planning and budgeting. A cascading system within Focus, which contains PA prioritisation in the first line, would be a critical development.	Deputy High Commissioner DPSM with DIP support
The framework relies on its 'cascade' effect, whereby senior managers monitor framework completion and enforce sanctions where performance weak. Follow up on findings and accountability for poor performance needs to be ensured, as reporting and follow up actions are necessary to provide the checks and balances that ensure that this tool provides a valid picture of UNHCR's progress in implementing its organizational commitments. There has been important progress at Bureau level and this should continue.	• Each manager should ensure that they are briefed on progress on AGD and that they, in turn, report on progress to their line managers. • Ensure that key staff have a performance objective that has implementing UNHCR's AGD approach integrated into it. • Ensure that Bureaux continue to report to the Troika on how they have ensured that shortcomings in Representatives' accountability frameworks are addressed. • Ensure systematic briefing of new senior managers as part of their induction to ensure that they are aware of their accountabilities with regard to AGD and systematic de-briefing and completion of accountability framework by departing senior managers.	Bureaux Division for Human Resource Management (DHRM) Troika DIP and DHRM
AGD, the Multi-functional Team approach and Participatory	• Ensure Participatory Assessment is used by country offices in a manner that prioritises	DPSM Senior managers

Assessment has become an event in some operations, seen as a resource intensive one-off exercise rather than as a critical and integral way of enhancing practice and impact for persons of concern.	transparency around planning and resource availability. E.g. through sharing examples from countries that engage in on-going, regular, locally adapted Participatory Assessment and where expectations are addressed as and when they arise, leading to enhanced dialogue, understanding and impact. • DIP, Bureau and DPSM to work together to develop the way forward for promoting a participatory approach to engaging with persons of concern: AGD needs to move beyond Participatory Assessment and participation needs to move beyond annual participatory assessment.	Bureaux Directors with DIP, DPSM and Global Learning Centre
Lack of partner engagement remains an important obstacle to the AGD approach, as reported by 41% of Representatives. Some operations have built participatory assessment and AGD sensitivity into their sub-agreements with partners but this is currently at the initiative of individual operations.	• Re-design partner sub-agreement format to ensure that it reflects UNHCR's commitment to age, gender and diversity sensitive working and provides necessary guidance for implementation. • Continue to work with State and other actors for AGD inclusive protection.	DFAM

Concluding Note

This year's Global Analysis has revealed that most of the recommendations made in previous years' reports have been taken on board. In a context of significant financial pressures, UNHCR management has continued to prioritise its AGD approach, evidenced by the fact that reporting of 'fully and mostly' achieved has stabilised rather than declined. The organisation now holds a robust body of evidence around what works when it comes to integrating the AGD approach as well as what the constraints are. Many of the procedural requirements of AGD have taken root within the organisation. Management are clear about the value of the approach for enhancing the way the organisation delivers protection. Staff are engaging the approach in creative and effective ways. UNHCR is therefore now in a strong position to take the next step- to both broaden and deepen its engagement with AGD, not simply as a procedural tool but as an underlying principle that guides each and every staff member as they carry out their day to day work.