

Global Programmes

Policy priorities

In 2003, UNHCR pursued the protection of the rights of **refugee women** and the provision of assistance under relevant international human rights conventions. The Office promoted the strategy for gender mainstreaming to improve refugee women's equal access to humanitarian assistance, enjoyment of protection and greater gender equality.

The High Commissioner's five commitments to refugee women supported the framework of gender mainstreaming. In 2003, the priority-setting process to enhance protection of refugee women was further refined as a result of a number of significant processes including: a) an independent assessment on ten years of implementation of UNHCR's *Policy and Guidelines for the Protection of Refugee Women*, May 2002; b) the *Agenda for Protection* which included recommendations for strengthening response to the specific protection needs of refugee women; c) the adoption of a Code of Conduct for UNHCR and; d) the revision of UNHCR's *Guidelines on Prevention and Response to Sexual and Gender-Based Violence (SGBV) in Refugee Settings*, with the aim of further protecting refugee women and children from sexual exploitation and other forms of SGBV.

The SGBV Guidelines were launched in May 2003 under the leadership of the Office of the Senior Coordinator for Refugee Women and Gender Equality. As part of the strategy for their dissemination and operationalization amongst field staff and implementing partners, the guidelines were translated into the official UN languages, training workshops were held, and awareness-raising materials were designed and distributed.

Empowering refugee communities towards self-reliance is a key strategy for ensuring their protection. Consequently, UNHCR developed a joint pilot

Sierra Leone: Liberian refugee women at Largo Camp, in Kenema region, working hard to sustain themselves through remunerative activities under a micro-credit programme. UNHCR/ N. Behring

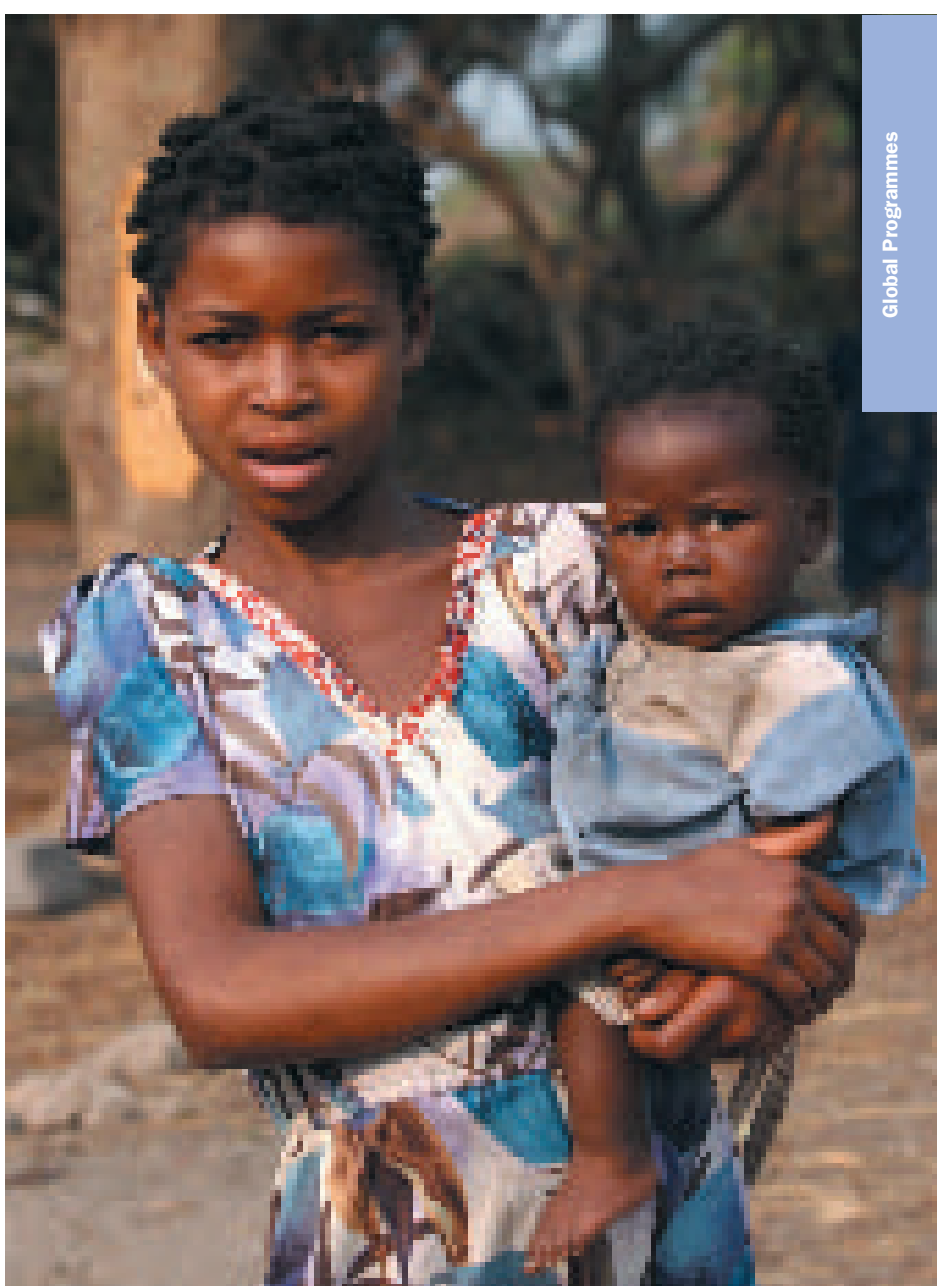


initiative with ILO to draw on technical expertise in empowering refugee women through economic projects for implementation in Angola and Mozambique. A mission went to Mozambique in December 2003 to consult with refugee women and girls, NGOs, and technical field staff who will advise and support future empowerment initiatives. Joint ILO and UNHCR missions to Angola and Mozambique are also planned for 2004.

Three Senior Regional Refugee Women and Children Advisers in Africa and one Senior Gender Adviser for Europe provided technical support and advice to country operations with emphasis on monitoring, implementation and promotion of the High Commissioner's five commitments. In 2003, the Office worked closely with the Regional Bureaux to agree on minimum standards of assistance as part of efforts to prevent SGBV. Under the guidance of the Regional Senior Adviser in the Bureau for Europe, a Gender Training Kit on protection was finalized and distributed.

Pilot initiatives to build capacity to mainstream gender into refugee assistance programmes were undertaken with NGO partners. The Office worked with the Gender-based Violence Technical Support Project of the Reproductive Health Consortium to design and deliver national workshops in Sri Lanka and Nepal, and a regional SGBV training workshop was held in Nepal. UNHCR collaborated with the Women in Law Development in Africa (WILDAF), and developed legal literacy projects for the Mano River countries. African Women's Development and Communication Network (FEMNET) conducted training of male trainers in gender-based violence for West African countries. Partnerships with WILDAF and FEMNET will be strengthened and replicated in other countries in 2004. UNHCR also collaborated with UNIFEM to launch the report on Women, War, and Peace.

In 2003, **refugee children, including adolescents** (up to the age of 18), constituted approximately nine million or 46 per cent of the total population of concern to UNHCR (figures as of January 2003). A



Angola: Often, children are asked to take care of their younger brothers and sisters. Here, a young girl is taking care of her baby brother. UNHCR/S. Hopper

rights-based strategy of prioritization of five global concerns was pursued in line with the follow-up to the Machel study namely: separation; sexual exploitation, abuse and violence; military recruitment; education (in particular for girls); and the special needs of adolescents.

As part of the follow-up to the findings and recommendations of the evaluations on refugee children and community services and the assessment on refugee women, UNHCR developed an integrated response and a common methodology for the implementation strategy. This included a decision to create an integrated *Women, Children and Community Development Section* (WCCDS) within the Division of Operational Support, in 2004.

Strengthening inter-agency collaboration with UNICEF, ICRC, Save the Children Alliance,

International Rescue Committee (IRC) and World Vision International (WVI) as well as the Committee on the Rights of the Child were priorities in 2003. One outcome of this collaboration was the finalization and endorsement of the *"Inter-Agency Guiding Principles on Unaccompanied and Separated Children"* in June 2003, and the drafting of a basic regional registration form for unaccompanied and separated children in the context of the Iraq contingency planning. This form was further developed into a basic global registration form.

As a monitoring mechanism on the implementation of the Machel Follow-up Strategy, a global review of Annual Protection Reports was produced in the biennial *Summary Update of Machel Follow-up Activities in 2001-2002*. UNHCR also prepared the biennial *Report of the Secretary General on Assistance to Unaccompanied Refugee Minors*, with inputs from UNICEF, OHCHR, OSRSG/CAC and OCHA. Contributions were made to the *Report of the Secretary General on Children in Armed Conflict*. Refugee children concerns were reflected in education-related matters such as statistics, guidelines and training on prevention of sexual and gender-based violence, the development of a common situation analysis tool and a *Core Set of Standards and Indicators*.

UNHCR participated in meetings of the sub-group on Children in Armed Conflict and Displacement and in the work of the Inter-Agency Standing Committee Task Force on Protection from Sexual Exploitation and Abuse in Humanitarian Crises (IASC TF).

Following initial steps taken in 2002 to introduce Dr. Jane Goodall's "Roots&Shoots" youth programme into refugee operations, a memorandum of understanding was signed between the Jane Goodall Institute and UNHCR. IRC was identified as a partner to develop and implement the programme in 2004. A potential collaboration with the NGO, Street Kids International (SKI) was explored in countries in Africa and Latin America.

Three Senior Regional Advisers for Refugee Children and one for Refugee Women and Children continued to provide technical support to offices in Africa and Europe. Examples of their work include a study on child exploitation with ILO that was initiated in Côte d'Ivoire, support for girls' education in Somalia and the Best Interest Determination project for unaccompanied and separated children in Ethiopia. A regional Action for the Rights of Children (ARC) cross-border training for staff involved in the Angolan

repatriation was organized jointly with UNICEF and Save the Children in Zambia, and an innovative psychosocial project allowing refugee children to express their experience, through the medium of art, was initiated in South Africa. In Europe, collaboration with the NGO network from the Separated Children in Europe Programme (SCEP) focused on promoting good practices, lobbying and advocacy. Activities for refugee children in Botswana, Cameroon, Lebanon, Namibia, Venezuela and Yemen were given financial support.

Through the training and capacity-building programme ARC, other agencies, government counterparts and refugees were engaged in identifying and addressing child protection issues. Child protection networks and regional inter-agency ARC steering committees were established in Abidjan, Nairobi and Pretoria. A revised ARC implementation strategy focused on linkages to national child protection networks, involvement of senior management, increased participation of children and adolescents, mobilization of the communities and increased trainings on combating sexual exploitation, abuse and violence of refugee children. Training material was translated into Arabic, Portuguese and Dari, and an ARC website was established (www.savethechildren.net/arc), hosted by Save the Children Alliance.

Consultations were held in 2003 with HelpAge International to plan activities regarding the role of **older refugees** in returnee situations, particularly the roles of older refugees in conflict resolution and in caring for orphans. In 2004, this initiative will be implemented in one returnee-receiving country in Africa, namely Sudan. The concerns of older refugees were also addressed in the *Practical Guide to the Systematic Use of Standards and Indicators in UNHCR Operations* (First edition, January 2004), as well as in the drafts of the proposed situation analysis guide and the revised Community Services manuals.

In 2003, UNHCR undertook initiatives to strengthen the **Community Services (CS)** function in the areas of staffing, technical guidance and partnerships, many of which were based on the recommendations made in the independent evaluation of the community services functions published in March 2003.

In UNHCR's regular programmes and special operations, CS staffing levels were systematically reviewed and in some cases augmented in an effort to ensure



Afghanistan: Many older refugees/returnees look after their grandchildren to enable parents to earn a living. IDPs in Jangaan village where UNHCR established a micro-credit resettlement programme. *UNHCR/C. Shirley*

suitable technical presence in the field to address the social and community aspects of protection, particularly in relation to protection of refugee children and the promotion of gender equality. This was achieved through the work of a combination of regular UNHCR staff, JPOs, UN Volunteers and deployments and secondments from Save the Children (Sweden, Norway) and other partners. While major gaps remain, there is a growing awareness among UNHCR managers and donors, of the essential role of the CS function.

During the second half of 2003, UNHCR in consultation with NGO partners, started developing a guide on conducting refugee situation analyses. This new tool also aims to give refugees a more active role in seeking protection, assistance and solutions through a community-based approach. It will be completed and field-tested in 2004.

The latest revision of the CS manuals developed in 1996 will highlight the key role played by CS in conducting situation analyses, and in using a community development approach for providing protection to refugee women and children.

The proposal to initiate five pilot projects to strengthen the capacity of field-based teams and to apply a community-based approach has now been integrated into the broader project on gender and age mainstreaming in ten countries.

In 2003, UNHCR continued to conceptualize and implement an integrated policy on **environment** and natural resource management in refugee and returnee situations. This policy entails measures to ensure sustainable environmental protection for safeguarding asylum and the well-being of refugees and host communities.

Efforts to mainstream environmental issues focused on:

- revising existing environmental policies and guidelines for managers and implementing partners involved in planning, developing, implementing and monitoring environmental projects;
- supporting field offices on environmental management issues through advice and guidance from the Engineering and Environmental Services Section (EESS);



Sudan: Refugees are encouraged to make the best use of, and preserve their environment. Eritrean refugee women growing vegetables on a communal plot in Showak camp. *UNHCR/R. Wilkinson*

- increasing awareness about the environment in refugee operations through training and workshops;
- improving collaboration and coordination with implementing partners on environmental issues;
- enhancing monitoring and evaluation to increase compliance with UNHCR's environmental policies and guidelines; and
- advocating systematic implementation of environmental policies in UNHCR programmes and facilitating integration of other UNHCR's policy priorities.

Improvements in environmental management were sought through a results-based management approach. At a regional training workshop held in Bangkok in October 2003, 20 participants drawn from the government, implementing partners and UNHCR staff identified the environmental impacts specific to their country operations, and learned about ways of addressing these.

Workshops held in the Democratic Republic of the Congo (DRC), Guinea, the United Republic of Tanzania and Uganda enabled more than 140 government, implementing partners and UNHCR staff to be



trained on sound environmental management and how to integrate environmental issues in refugee operations.

The environmental management training programme developed in 1998 was revised in 2003 to introduce new modules on sustainable agriculture, assessment and monitoring and environmental education. The training programme was also extended to include cross-cutting themes such as community-based approaches and other policy priorities. The revised programme will be ready for training events in 2004.

Three publications were revised and disseminated to the field: the *Handbook of Experiences in Energy Conservation and Alternative Fuels*; *Promoting Sound Agricultural Practices*; and *Refugee Operations and Environmental Management – Selected Lessons Learned from the Field*. The *Environmental Considerations in the Life-Cycle of Camps* guidelines were circulated for peer-review to ensure the integration of other UNHCR policy priorities and to improve the way in which camp sites are selected, developed and managed. The revision of UNHCR's *General Environmental Guidelines* (1996) and the forestry and livestock sectoral guidelines will be completed in 2004, in collaboration with sector specialists within UNHCR and other UN agencies.

UNHCR, through various projects supported environmental management activities in Bangladesh, Central African Republic, Djibouti, Eritrea, Ethiopia, Guinea, Kenya, Rwanda, Sierra Leone, Sudan, Thailand, Uganda and Zambia. These included reforestation; agro-forestry, soil and energy conservation; and sustainable agricultural practices, with special emphasis on participatory approaches to environment and natural resource management in refugee-hosting areas.

In an effort to expand field-based environmental coordination, support was provided to environmental coordinators in Djibouti, Ethiopia, Guinea, Kenya, Rwanda, Sudan, Tanzania, and Uganda and an environmental coordinator was recruited to undertake ongoing and new initiatives including environmental education in Zambia.

Technical guidance, advice and assessments on environmental management were provided through missions to field offices in Bangladesh, DRC, Ethiopia, Guinea, Thailand and Uganda.

Environmental education and awareness building with regard to environmental management in all phases of refugee operations remained a core part of the environmental programme in 2003. UNHCR, in collaboration with UNESCO's Programme for Education in Emergencies and Reconstruction (PEER) focused on formal and non-formal awareness raising of environmental issues in Djibouti, Ethiopia, Sudan and Zambia, mainly through production and dissemination of training materials to promote community participation in environmental mitigation and rehabilitation activities, such as energy conservation, sanitation and tree planting.

On 5 June 2003, World Environment Day, UNHCR in collaboration with UNEP and UNESCO, distributed resource packs to field offices worldwide, and organized awareness raising events and environmental related campaigns in over 20 countries.

The development of tools for the Framework on Environmental Assessment, Monitoring and Evaluation (FRAME) continued. Testing of GIS and related database tools in Guinea and Uganda was completed. Efforts will be made in 2004 to finalize the evaluation tool, and the preparation of the toolbox for field dissemination to selected countries.

Collaboration with conservation agencies and implementing partners, including CARE, IUCN, WWF and UNEP was strengthened. UNHCR, in close cooperation with UNEP, carried out environmental impact assessments in Tanzania and Thailand. Collaboration with UNESCO regional offices in a number of countries focused on extending environmental education activities to refugee women, children and youth. A new solar cooker was tested in Daadab and Kakuma camps in Kenya to offset the demand for firewood and to reduce pressure on the environment around refugee camps. This pilot project will be replicated in Ethiopia and Zambia.



UNHCR continued to fight for the protection of persons of concern against **HIV/AIDS**. Lessons learned from the first year of implementing its 2002-04 HIV/AIDS and Refugees Strategic Plan were used to broaden the scope and effectiveness of programmes. Technical and programme expertise were enhanced at headquarters as well as with Regional Coordinators in East Africa, Southern Africa and Central Africa and the Great Lakes. This culminated in an HIV/AIDS and Refugees in Southern Africa workshop in Pretoria in December 2003.

The three objectives of the strategic plan were implemented in East Africa, Southern Africa and Central Africa and the Great Lakes: i) to ensure that refugees live in dignity, free from discrimination, and their human rights are respected; ii) to ensure minimum packages of HIV/AIDS programmes exist in refugee emergency situations; iii) to implement multi-sectoral and comprehensive HIV/AIDS pilot programmes in more stable situations that link prevention to care and treatment, and reinforce surveillance, monitoring and evaluation of such programmes. Funding was provided to 11 countries in Africa and Asia to support and strengthen their HIV/AIDS programmes.

Uganda: Combatting HIV/AIDS is a priority for UNHCR. Local populations and refugees are also targeted by AIDS education programmes. Here, children are being taught about preventing HIV/AIDS at the Kampala Primary School. *UNHCR*



Assessment missions went to Angola, the Democratic Republic of the Congo (DRC), Ethiopia, Namibia, the Republic of the Congo (ROC), Somalia, South Africa, Sudan and Zambia during 2003. Follow-up missions to countries assessed in 2002 (Kenya, the United Republic of Tanzania and Uganda) were also conducted to evaluate and monitor the programmes. A matrix tool was used to assess, standardize and plan HIV/AIDS programmes incorporating experience gained. Basic interventions focused on safe blood supply, universal precautions, condom distribution, basic health care including treatment of sexually transmitted infections, information-education-communication (IEC) – in local languages, orphan tracing, and protection and care for survivors of sexual violence, and financial support was made available to improve standards when required. Comprehensive HIV interventions included voluntary counselling and testing, and prevention of mother-to-child transmission began or continued in Botswana, DRC, Kenya, Namibia, South Africa, Tanzania, Uganda and Zambia.

UNHCR and its partners undertook epidemiological surveys to determine the prevalence of HIV in various refugee camps in DRC, Kenya, Tanzania and Zambia. In all assessments, the prevalence of HIV was found to be lower than or equal to that of the surrounding host populations. These survey results helped to change the misperception that refugees always have higher HIV rates than host country populations and thus infect their hosts. Besides providing essential baseline and trends data to improve and evaluate programmes, the data also served as a powerful advocacy tool to fight against HIV/AIDS discrimination towards refugees.

Through advocacy, UNHCR sought to reduce discrimination against refugees and include them in host country HIV/AIDS policies and programmes. Assessments in countries hosting Angolan refugees as well as in areas of return in Angola clearly showed the value of proactive advocacy against HIV/AIDS discrimination, which paved the way for a smoother repatriation of Angolan refugees – an important lesson that will be used in future

repatriation exercises. Examination of numerous host countries' national HIV/AIDS strategic plans as well as approved HIV proposals from the World Bank and the Global Fund to Fight against AIDS, tuberculosis and malaria showed consistent exclusion of refugees in many host countries. As refugees interact with surrounding host populations, integrated HIV/AIDS interventions are essential to combating the epidemic.

In the course of the year, UNHCR broadened its collaboration with other actors, strengthening its partnership with UNAIDS, national AIDS control programmes, donors and other organizations to advocate for the inclusion of refugee issues in a number of key areas including host countries' plans, proposals and policies. UNHCR undertook research with WFP and UNICEF to examine the interactions between food, nutrition and HIV/AIDS interventions among refugees in Uganda and Zambia. In collaboration with UNFPA, the exhibition, "Positive Lives" travelled through Southern Africa to raise HIV/AIDS awareness among refugees and returnees. In November 2003, ExCom approved UNHCR's efforts to seek co-sponsorship with UNAIDS in 2004.

In implementing its HIV/AIDS programmes, UNHCR concentrated on a subregional approach. It was largely through improved coordination and cooperation between organizations, donors, host populations and governments that UNHCR was able to effectively implement HIV/AIDS programmes for and among displaced populations. Together with the World Bank and national AIDS control programmes, UNHCR also worked on a joint plan to address HIV/AIDS among refugees through the Great Lakes Initiative on AIDS.

Other health initiatives: In late 2002, UNHCR together with partners from other UN agencies, NGOs and academic institutions initiated two evaluation projects: *Inter-agency Health Evaluations in Humanitarian Crises and an Inter-agency Global Evaluation of Reproductive Health Services for Refugees and IDPs*. Actual work on these evaluations started in 2003.

Expenditure as at 31 December 2003

Activities	Refugee women	Refugee children	Environment	HIV/AIDS
Global programmes	202,973	392,291	610,183	849,507
Total	202,973	392,291	610,183	849,507

In the second half of 2003, a standard framework for evaluating the health of refugees and other crisis-affected populations was developed and pilot evaluations were conducted in Nepal, Pakistan and Zambia. This inter-agency tool will improve UNHCR's ability to meet core health and nutrition assistance obligations during the refugee cycle, from emergency response to finding durable solutions.

Early in 2003, UNHCR and its partners began work on the *Inter-agency Global Evaluation of Reproductive Health (RH) Services for Refugees and IDPs*. The purpose of this exercise is to evaluate progress made since 1995 to institutionalize comprehensive RH services as part of primary health care. Using the operational framework in the 1999 *Inter-agency Field Manual on Reproductive Health in Refugee Situations* as a guide, the evaluation focused on taking stock of the quality of the RH services, beneficiary access to and satisfaction with the services as well as how to strengthen and expand them. Under the guidance of an inter-agency steering committee, work on six of the seven components of the evaluation ranging from literature analysis, review of policy changes, programme design, resource availability and coordination was initiated. The evaluation will be completed by mid-2004.

Through its **emergency-related projects** UNHCR maintained relief supplies (kitchen sets, blankets, plastic sheeting, jerry cans) for 250,000 persons at its Central Emergency Stockpile (CES) in Copenhagen, as well as minimum stocks of transport and telecommunications equipment for quick deployment. During 2003 relief supplies were drawn from the CES to meet urgent needs in Angola, the Central African Republic, Chad, Côte d'Ivoire, Ghana, Guinea, Kuwait, Liberia, Sierra Leone, Sudan and Turkey. UNHCR also developed emergency lightweight tents for inclusion in the standard relief supply package.

The Emergency and Security Service (ESS) organized and delivered three workshops on emergency management which were hosted and supported by Germany, Netherlands and Switzerland. A total of 104 UNHCR and partner staff were trained for the Emergency Response Team (ERT) roster.

EPRS organized five situational emergency training workshops in Benin, Chad (separate French and English workshops), and Jordan (two workshops) focusing on specific emergency-prone situations in the respective regions. A total of 111 individuals

from governments, UNHCR and NGOs received training.

ESS, on a monthly basis, as part of its early warning efforts commissioned short analyses of the country situations in 12 "hot spot" countries where there was a risk of significant population displacement. An intranet website developed and launched in August 2002, incorporated in-house information, including external analysis on the 12 hot spots. The creation of this internal management tool is a major achievement that will improve the monitoring of potential emergency-prone situations.

Other Activities

Promotion of refugee law and advocacy: UNHCR continued to support national capacity-building efforts for the promotion and advocacy of refugee protection. This included promoting legal research and publications on refugee-related matters; producing legal documentation and protection toolkits for all UNHCR offices and partners; supporting the publication and distribution of three refugee law journals. UNHCR provided technical support to the San Remo Law Course (International Institute of Humanitarian Law, IIHL, Italy) where four courses on international refugee law were held in 2003: two in English (attended by 115 students), one in French (30 students) and one in Spanish (27 students). The course remains an effective way to train government partners in international refugee law. It also offers a unique opportunity for officials from various countries to share their problems and experiences. The number of applicants for the courses in English has increased over the past four years, but the Institute and its sponsor lacked the funds to increase the number of courses on offer. With the financial support of DIP, the Regional Legal Unit of San Jose (Costa Rica) organized a similar programme for 25 adjudicators from throughout Latin America. DIP staff gave lectures on the international protection of refugees as a component of six courses organized by the IIHL for international military personnel.

In 2003, the Office supported the development of "regional poles" for the dissemination of refugee law and provided targeted financial support to universities, law schools and specialized institutes that have included international refugee law courses in their curriculum. These included the Strasbourg International Institute of Human Rights, York University,

Bangalore National Law School, La Paz University of Costa Rica, Calcutta Research Group, and a programme organized by ECRE-ELENA for Europe, and another organized by the Calcutta Research Group for South Asia.

UNHCR provided technical support to the "Reach Out" Training Project whose main objective is to disseminate principles of international protection, particularly among employees of NGOs and the Red Cross/Red Crescent Federation. Although UNHCR is not financially involved in the project, it is part of the Working Group which oversees the organization of events. UNHCR often provides facilitators for Reach Out training sessions. In 2003, the Project was extended for a further two years. Since its inception, 28 training events have been conducted in more than 25 countries (mostly three-day workshops and five-day training-of-trainers sessions). During 2003, an independent evaluation of the project confirmed it to be of considerable value. A strategy for the phasing out process is currently being developed. UNHCR participated in training organized by the ICRC, UNITAR, Swiss Red Cross Society and the Universities of Aix-en-Provence, Lyon and Geneva.

UNHCR has a supervisory role under Article 35 of the 1951 Convention to oversee and guide the issuance of the Convention Travel Document (CTD) to refugees, and to continue to provide material assistance to States unable to produce documents which meet acceptable standards. The current version of the CTD lacks the security features and technological characteristics generally required in modern travel documents. In 2003 UNHCR submitted to donors a project proposal which addresses the growing concerns about the integrity and general acceptance of CTDs.

Resettlement Projects: This year there were significant developments in policy and management practices in the field of resettlement. UNHCR and the resettlement partners continued to promote resettlement as a tool of protection, a cornerstone of durable solutions in certain contexts, and an international burden-sharing mechanism, without losing sight of its role within a comprehensive Protection and Durable Solutions strategy. Special measures were introduced to ensure mainstreaming of resettlement activities within the annual Country Operations Plans (COPs) and thereby provide a more accurate assessment of global resettlement needs.

Additional funding was also provided by some countries such as USA, Canada and Norway, in order to enhance UNHCR's capacity in terms of human and material resources.

In line with the Agenda for Protection, resettlement partners began to concentrate on the use of resettlement in a strategic manner, in order to maximize its benefits for a larger number of refugees or to address protracted refugee situations. One practical result of this innovative approach was the development of a methodology for the resettlement of refugee groups which share common characteristics and needs. In Africa, profiling of several refugee groups is underway, with a view to consideration for possible resettlement.

In the area of resettlement training, the Refugee Status Determination-Resettlement (RSD-RS) Learning Programme was launched with three intakes: two in Africa, and one covering Central Asia and Eastern Europe. In addition to the Learning Programmes, three regional workshops on resettlement policy and practice were organized (covering Latin America, Asia and the Middle East). The programmes included sessions devoted to management of the resettlement process and to issues of fraud prevention and awareness.

An important management tool, the statistical report on resettlement, has been improved both in terms of content and data management. Data management is expected to be further improved in 2004 with the expected roll-out of Project Profile, which incorporates resettlement-related data and reporting mechanisms.

Partnership with NGOs and other agencies continued throughout the year and this was reinforced through close collaboration with ICMC, IRC, IOM in various areas of resettlement processing and support to resettlement field operations. The Annual Tripartite Consultations on Resettlement were held in June 2003, providing a dedicated forum for addressing policy, management and procedural issues related to the resettlement process.

Assistance to emerging resettlement countries continued in 2003. A small-scale capacity-building programme for the Brazilian Government was organized in cooperation with Sweden and the Americas Bureau, whereby an official of the Brazilian resettlement agency travelled to Costa Rica, Ecuador, Sweden and UNHCR headquarters for a familiarization

visit on resettlement issues. In addition, UNHCR (Resettlement Section) participated in a Finnish-Irish twinning programme on resettlement and integration, sponsored by the European Refugee Fund in 2003. The 18-month programme of workshops and staff exchanges mainly targets local government.

As a follow-up to the Integration Initiative, UNHCR distributed the *Integration Handbook* (also translated into French and Spanish) to UNHCR field offices, governments of resettlement countries, and partners. UNHCR (Resettlement Section) is a member of the Advisory Committee to a project launched by the Canadian Council for Refugees (CCR) entitled "Next Steps in Supporting Integration Initiatives Project". The project, which is funded by the resettlement countries, will identify the most suitable ways to assist the development of new resettlement programmes. The project will also include research on various models of twinning that may be applicable within the tripartite partnership activities on integration. The resettlement programmes in Benin and Burkina Faso were evaluated to identify the constraints which have hampered the development of resettlement in those countries and to recommend ways to re-launch the relevant programmes.

Refugee Status Determination (RSD): The objective of the RSD projects is to improve the quality, integrity and worldwide efficiency of Refugee Status Determination (RSD) procedures. During 2003, DIP continued to coordinate a number of initiatives in relation to RSD including the provision of advice on procedural issues relating to RSD and the development of appropriate standard operating procedures in RSD operations; coordination of the design and delivery of comprehensive training to staff responsible for RSD; evaluation of UNHCR's RSD operations, and participation in and/or the follow up to oversight/investigation missions in significant RSD operations. DIP provided technical support to RSD operations by recruiting over 16 qualified international consultants and 25 national eligibility officers to assist UNHCR field offices and Governments in Argentina, Cameroon, Djibouti, DRC, Egypt, Gabon, Ghana, India, Malaysia, Somalia and Sudan. Consultants assisted in reducing backlogs of asylum applications; assisted in the development and implementation of RSD procedures; recruited national staff as required; identified and responded to the specific training needs of staff responsible for RSD; and provided guidance on efficient administrative procedures and systems. DIP also developed

Procedural Standards for RSD under UNHCR's Mandate, which were distributed widely within UNHCR. Given the diverse operational environments in which UNHCR carries out mandate RSD, implementation of these harmonized standards will be a significant challenge for many UNHCR field operations, and will necessarily be a gradual process. Over the coming year, DIP will monitor and evaluate implementation, deliver informed and focused support for the process, and assess feasibility issues. The staffing and financial resources made available to the DIP in 2003 (using an earmarked contribution received under the operational reserve) must be consolidated into the annual programme if support for this work is to be predictable.

DIP also maintained its links with and support for the International Association of Refugee Law Judges (IARLJ), including cooperation in the area of training of RSD adjudicators in different parts of the world. It facilitated contacts between the IARLJ and several Bureaux, most notably the Europe Bureau, which, with the IARLJ, subsequently implemented a capacity-building project in Central Europe.

Protection-related Projects: The Department of International Protection (DIP) set out a series of objectives to underpin its support for protection in field operations. These included:

- (i) *Enhancing monitoring and oversight, particularly in relation to refugee women and children and other vulnerable groups.* DIP participated in several inspection missions, providing the protection perspective. It worked with the Department of Operations Support on the follow up to three evaluations concerning refugee women, children and community services. DIP participated in the Inter-Agency Standing Committee on Prevention of Sexual Exploitation and Abuse, and in the development of a checklist on the prevention of sexual and gender-based violence for protection officers. DIP was part of discussions leading to an ExCom Conclusion on Sexual Abuse and Exploitation and supported efforts to mainstream gender and age into policy, planning and operations. Due to budget cuts in 2003, the post of focal point for refugee women and children within DIP was cut.
- (ii) *Supporting efforts to ensure that protection staffing levels are adequate:* DIP initiated a number of discussions on increasing protection staff in field

operations. These covered the establishment of an international roster for protection officers, the commissioning of a study to define protection staffing benchmarks, and the profiling of protection officers (this helped to define DIP's role in the endorsement of protection posts).

- (iii) *Institutionalizing the protection surge capacity project:* The project has proved extremely successful and UNHCR has been able to deploy 37 temporary protection officers to countries in immediate need of extra protection staff. Due to budget constraints that did not permit an increase in DIP's overall budget for 2003, the project could not be regularized within the Annual Budget. Instead, DIP raised additional funds for the project to ensure that it could function. It is now administered through the operational reserve.
- (iv) *Promoting an understanding of accountability for protection management in UNHCR:* To improve oversight and monitoring as part of overall managerial responsibilities, DIP started a series of protection management workshops designed to increase senior managers' understanding of accountability in the management of protection "delivery". These workshops covered all regions and will continue throughout 2004. The main issues discussed are accountability for protection management, prevention of fraud in resettlement and RSD processes, prevention of sexual and gender-based violence and implementation of the *Agenda for Protection*.

Training on refugee protection: In 2003, DIP revised and updated the Protection Learning Programme (PLP) in order to reflect the most recent developments and policies relating to refugee protection. To further enhance the quality of the programme and reduce the drop-out rate, DIP decided to increase feedback to participants during the self-study and post-workshop phase by setting up email discussion groups among participants. By the end of the year a total of 260 colleagues had completed all phases of the programme. A training-of-trainers workshop for some 15 future PLP facilitators was held in October 2003. DIP also developed and piloted two new Thematic Learning Programmes (TLPs) on Armed Conflict and on Broader Migration Movements. These pilot TLPs were the first of their kind specifically aimed at supporting senior UNHCR managers in developing strategies in complex

protection situations. The programmes emphasize interaction and complementarity among different branches of law, as well as the mandates of relevant international organizations which operate in these contexts. Based on the positive feedback received from the 60 participants, both programmes will be revised and offered again in 2004 as core UNHCR learning programmes for senior managers.

The uncertainty of the funds available to plan protection learning programmes has been a constant source of concern in recent years. In 2003 it was only possible to accomplish the initial goal thanks to an earmarked contribution from ECHO. The Office strongly hopes that a more permanent allocation can be found so as to guarantee the sustainability of these core protection learning programmes and thereby enhance the quality of UNHCR protection delivery at the field level.

As in previous years, in 2003 the **Evaluation and Policy Analysis Unit (EPAU)** commissioned several evaluations including the real-time evaluation of the Liberia emergency and the review of UNHCR's IDP programme in Colombia. Other studies, such as the mid-term review of the Canadian security deployment to UNHCR in Guinea, employed a more in depth approach to gauging the operational effectiveness of UNHCR's activities. EPAU continued to pursue a thematic review of UNHCR's role in the promotion of refugee livelihoods and commissioned several related case studies. This initiative builds on previous work related to protracted refugee situations, developing an in-depth understanding of coping strategies in a context of cash-strapped assistance programmes.

In 2003, the **Project Profile** team continued working to improve registration practices and tools for UNHCR operations globally. New processes, standards and tools were developed, tested and implemented in operational contexts and environments, in close collaboration with the Population and Geographical Data Section (PGDS) and under the Director, Division of Operational Support.

A new *Handbook for Registration* was issued in November 2003, promoting a unified and consistent approach to registration and population data management for operations. This approach outlines 53 operational standards, a generic process for registration and defines the data to be collected for persons of concern. The Handbook also contains new

registration forms and practical guidance on how to conduct registration.

The standards and process in the Handbook formed the basis of a new database for recording and managing registration information. Development of this software began in December 2003 and a first version will be released in July 2004.

After the successful testing of iris scanning in 2002, this technology was used in all repatriation centres in Pakistan in 2003. The testing of fingerprinting – an alternative biometric technique – was agreed to by refugees, donors and partners in the United Republic of Tanzania. More collaborative and participatory registration practices were also instituted, resulting in more reliable registration figures.

Missions to support field operations were conducted in 26 countries during 2003 including Chad, Djibouti, Ghana, Jordan, Liberia, Sierra Leone, Syria, Tanzania, Turkey and Yemen. Support was also provided in the preparation of repatriation operations in Angola, Benin, Cameroon, Côte d'Ivoire, the Democratic Republic of the Congo, Egypt, the Gambia, Guinea, Hong Kong SAR, Malaysia, Nepal, Rwanda, Sudan, Thailand and Uganda.

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

In addition to thousands of individual media interviews and more than 100 organized press briefings in Geneva, the network in 2003 produced and distributed internationally more than 800 individual publications, including 4 *Refugees* magazines which were circulated in eight languages, 86 press releases, 460 UNHCR website reports, 270 briefing notes, emergency updates, 6 feature photo sets on various field operations, 20,183 photos which were

distributed to the media, and 32 UNHCR-produced finished films, video news edits, compilation tapes and DVDs for broadcasters.

As a result of the increased global information flow, UNHCR received substantial media coverage during 2003. A sample search of coverage using the "Factiva" database of selected international media (using the terms "UNHCR", "UN Refugee Agency", "HCR" or "ACNUR,") turned up more than 11,600 UNHCR-related media stories in five languages (English, French, German, Italian and Spanish).

In 2003, MRPIS' mass information efforts aimed at providing objective information to refugees, returnees and host communities, focusing on the Afghanistan repatriation; the Angola repatriation; the Rwanda repatriation; and in West Africa and East and the Horn of Africa.

The **Private Sector and Public Affairs Service** pursued its dual role of generating private sector resources to fund UNHCR's operations and raising the profile of UNHCR as a brand name.

The Public Affairs Unit forms an integral part of UNHCR's private sector strategy and focuses on the four UNHCR public awareness pillars that form the core of its activities: World Refugee Day, the Nansen Refugee Award, Reach Out to the Youth and the Goodwill Ambassador (GWA) Programme.

The Unit coordinated the third World Refugee Day (WRD) on 20 June 2003, on the theme of *Refugee Youth: Building the Future*. In over 100 countries, celebrations were held in refugee camps with traditional songs and dances; arts and crafts displays; sports competitions; drawing competitions for children; films; photo exhibits; receptions; and seminars targeting local authorities and communities, UN agencies, NGOs, refugees, and the media. In the USA, performances and exhibits were held at the National Geographic Centre in Washington D.C., involving the participation of GWA, Angelina Jolie; in Italy, an auction at Christie's in Rome raised over 155,000 euros; and in the United Kingdom, a garden party for wealthy individuals was offered by UK for UNHCR's trustees which raised the equivalent of some 32,000 pound sterling for the organization.

The Nansen Refugee Award was given to Dr. Annalena Tonelli for her long-standing work in favour of the poor in North-west Somalia. The Award

Ceremony was held at the Ariana Museum in Geneva on 25 June 2003, attended by more than 200 dignitaries, including the President of the Swiss Confederation, Pascal Couchepin, and GWA Barbara Hendricks. Tragically, only four months later Dr. Tonelli was shot and killed by gunmen in the grounds of the hospital she had constructed in Borama, North-west Somalia.

In 2003, the Public Affairs Unit produced a new educational kit entitled *Young African Refugees: Building the Future*, as a visibility tool under a project funded by a major donor for UNHCR protection activities in Africa. The kit, composed of a video and a teacher's guide, aims at increasing the understanding of European young people between the ages of 10 and 17 to the key challenges and opportunities facing young refugees in Africa. Initially, produced for a limited number of schools in France and Germany, due to its popularity, it is hoped that in 2004 the kit can be adapted and disseminated in other European countries.

Angelina Jolie remained very active as a GWA during 2003, visiting refugees, IDPs and returnees in a number of countries: Sri Lanka in April; the Russian Federation in August; Jordan in November; and Egypt in December. She has now published a paperback edition of her journals from her early missions entitled *Notes from My Travels: Visits with Refugees in Africa, Cambodia, Pakistan and Ecuador* and has contributed USD 50,000 of the author's proceeds to UNHCR. Ms. Jolie also participated in WRD events and met with key supporters of the refugee cause in the USA. Her high-profile media work included interviews and articles by BBC, CNN, the Oprah Winfrey television show, VOGUE, *Marie Claire* and *People Magazine*, concerning her activities for refugees. The world premiere of her film *Beyond Borders*, organized with Paramount and Mandalay Pictures in New York, raised more than USD 100,000 for UNHCR. In recognition of her outstanding work for refugees, Ms. Jolie received the Sergio Vieira de Mello Citizen of the World Award given for the first time by the UN Correspondents Association.

Barbara Hendricks delivered an address at the 2003 Nansen Refugee Award ceremony in Geneva and spoke out on behalf of refugees in interviews worldwide. She also continued her work as a board member of the Refugee Education Trust.

At the 2003 WRD concert in Geneva, Adel Imam addressed the media and hosted a fund raising

dinner. On other occasions, he held a press conference in Beirut, and spoke on behalf of refugees at the Yemen Cultural Centre in Cairo. He also joined Angelina Jolie to meet with Sudanese refugees in Cairo in December.

Giorgio Armani supported a fund raising campaign through his company. By the end of the year, the campaign had generated USD 600,000.

In October 2003, UNHCR named Julien Clerc as Goodwill Ambassador for the French-speaking world. Prior to the nomination, he had supported UNHCR for over a year through various projects including a popular television show which raised 268,000 euros for refugees. Mr. Clerc also advocated for the refugee cause in several of his media interviews.

For the fifth time, Luciano Pavarotti dedicated his annual Pavarotti and Friends concert to UNHCR. The show, incorporating appeals for Iraqi refugees was broadcast live on Italian television. More than USD 2 million was raised through this event and the accompanying media/fund raising campaigns. More information on WRD and GWAs is available at www.unhcr.org.

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

After a temporary closure of the Library consultation services in 2002, the Library re-opened at the end of January 2003. The moving of the Library Reading Room to the Visitors' Centre was greatly appreciated by staff members and the public: some 700 users went to the Library premises during 2003 to consult some of the 30,000 books and documents. Some 14,595 users visited the library's internal website, and some 470 external users consulted the library's public website. In addition, the Library replied to 1,285 information requests by mail or e-mail.

Three issues of the *Refugee Survey Quarterly*, were published, including one double issue on *Protection Policy in the Making: Third Track of the Global Consultations*, which was also made available on the Oxford University Press website in January 2003. An electronic version of the 3rd edition of the International Thesaurus of Refugee Terminology was launched on the Forced Migration Online website.

In 2003, the Visitor's Centre welcomed some 6,641 visitors of various nationalities. It participated in a range of public events in Switzerland and France with the aim of strengthening the visibility of UNHCR. These included: an information stand at the International Geneva Book Fair in April and at the Open Doors at the Geneva Stadium in June; a photo exhibition and a conference on Nansen in the Palais des Nations in July; a stand with high-tech demonstrations at the ITU Telecom 2003; and other events such as "Vin et Humanitaire" in October, and the World Summit on the Information Society in December. During these visits and events, the Library and Visitors' Centre distributed 36,585 brochures, magazines and documents on UNHCR's operations and refugee issues to the public.

Training-related projects: in August 2003, the Senior Management Committee approved and endorsed the UNHCR *Learning Policy and Guidelines*. This document sets out the Office's strategy for staff development and learning for the foreseeable future and identifies approaches to steer UNHCR towards becoming a true learning organisation.

The Policy consists of 23 principles which define parameters for staff learning. A set of guidelines accompanying these principles deals with: learning design, activities and approaches; the important linkages between staff development and other human resource processes; and a definition of the learning management infrastructure in UNHCR. The Policy incorporates and is consistent with the six principles and 54 indicators set out in the UN System's Organizational Learning Framework which was approved by the Human Resources Network in July 2003 on behalf of the Heads of all UN agencies.

A transition from training to learning is central to the strategy. Learning activities are of two broad kinds: the first cluster consists of intensive learning programmes for core subject areas and particular functional groups which go beyond "stand-alone events" and challenge the learner to reflect on the issues, explore them with colleagues and apply them in the workplace. The second cluster concerns those which respond to learning needs in a cost-effective and timely manner.

Some examples of the first category are the learning programmes in management, protection, operations management, thematic protection issues (piloted in 2003), supply management, facilitation of learning, resettlement/refugee status determination, and peer support. All follow the three-phase approach of self-study, workshop and workplace

application. 872 staff began one of these programmes in 2003.

Under the second cluster, 2003 saw the pursuit of a number of ongoing programmes and new initiatives in flexible, self-directed and "bite-sized" learning opportunities, to which learners can have access when and where needed. Of note, is the continuing success of the Effective Writing programme, which, since its development in 2000, has reached 896 staff and has won two international awards for best practice in distance learning.

In 2003 UNHCR added 22 computer software courses to its portfolio of 54 e-learning courses in which some 800 staff were enrolled at the end of 2003. The interactive CD-ROM "Basic Security in the Field" developed by UNHCR was handed over to UNSECOORD for implementation throughout the United Nations, and is now compulsory for all staff. Most computer-software learning managed at headquarters follows a self-directed approach with short three-hour courses on specific applications; the provision of self-study materials; e-learning modules; quick daily tips on the Intranet; and the "PC Permanence", a drop-in centre for coaching assistance on specific needs. A portion of the training budget (13 per cent in 2003) continued to be spent directly by field offices to allow for their own local training and learning initiatives.

UNHCR recognizes that effective learning activities rely on systematic learning needs assessments and effective impact evaluations. In 2003, needs assessment preceded all new training programme development. Four evaluations were implemented, the most extensive being the management learning programmes. Impressive results were recorded for the Middle Management Learning Programme and the few critical elements of the evaluation are being addressed in 2004. During 2003, a number of activities had to be cancelled and some new initiatives postponed due to a budget reduction from USD 4.5million to USD 3 million. Lack of funding seriously hindered UNHCR's ability to consolidate the training strategy, implement policy and introduce new initiatives.

As a result of a multi-year contribution from the Government of Japan, UNHCR agreed in 2001 to support the activities of the Executive Secretariat to the **Commission on Human Security**. The Executive Secretariat, headed by a UNHCR staff member on secondment, coordinated the Commission's meetings and seminars, as well as the translation, printing and distribution of their report.

During 2003, the Commission finalised its report and was disbanded in June. However, the activities of the Executive Secretariat continued, including arranging for the transition to the Executive Secretariat to the Advisory Board on Human Security which was created in keeping with one of the main recommendations of the Commission.

The main focus of **education activities** during 2003 was on creating innovative ways to assist field operations in promoting education as a key tool for ensuring protection and seeking durable solutions. The newly published *Education Field Guidelines* (translated into Arabic, French, Russian and Spanish) were disseminated widely, supported by a number of initiatives to facilitate and accelerate implementation. Some 97 country profiles established benchmark education information, enhancing UNHCR's capacity to analyse and use such information as a tool for planning, monitoring and advocacy. Core indicators on education were integrated into the revised Education Statistics Report form which was field-tested. A *Handbook on Good Practices in Education* is being drafted with the aim of propagating successful experiences and lessons learned in dealing with education in emergencies, teacher training, capacity building, partnerships and promoting protection through education.

In partnership with Nike, MOUs were prepared for pilot projects in Kenya, North-west Somalia ('Somaliland') and North-east Somalia ('Puntland') to use sports as a form of leverage to address low enrolment rates, especially for girls at the primary level. In partnership with Microsoft, Community Technology Learning Centres were piloted in Dadaab and St. Petersburg. Lessons learned from these projects will be documented and shared to support other countries with similar challenges. Bilateral and inter-agency partnerships with the Norwegian Refugee Council (NRC), the Inter-Agency Network for Education in Emergencies (INEE), UNESCO and the Refugee Education Trust (RET) continued to augment education resources. Innovative and Strategic Partnerships in Refugee Education (INSPIRE) was launched to engage partners in strategic partnerships to accelerate the achievement of the Millennium Development Goals and The Dakar Framework for Action Education for All on universal access to primary education and gender parity.

Access to education was supported in 2003, through funds for global scholarships. The *Houphouët-Boigny Peace Prize* programme sponsored 105 students in Ghana and Uganda, of whom 83 per cent were females. Since the creation of the programme in 1996, an average of 100 refugee students each year have received scholarships for

Colombia: IDP children receiving lessons in the school of the refugee centre 'Villa Espana' in Qui'odo.
UNHCR/B. Heger



secondary education. Special efforts have been made to enrol girls since few have access to post-primary education. The *Albert Einstein Academic Scholarship Programme for Refugee Students* (DAFI), provided scholarships to over 1,000 students in 45 countries, half of which were in Africa. Almost one third of the scholarships went to Afghan refugee students. The Eli-Lily pharmaceutical company also donated funds to sponsor short courses for Afghan refugee women in paramedical studies in Pakistan.

The *Life Skills/Peace Education Programme* was implemented in 12 countries during 2003, reaching more than 38,000 adult refugees and almost 60,000 refugee school children. Several other countries have also requested technical support in this respect. In some cases, repatriating refugees took the programme 'home' with them and NGOs provided support to implement it. An MOU between UNESCO and UNHCR was signed in 2003 so that both agencies could support and implement the Peace Education Programme in 2004.

UNHCR, in cooperation with its partners, developed the Framework for Durable Solutions to more effectively link **humanitarian assistance to longer-term development**. The Framework is an integral part of the Agenda for Protection and a key building block for the Convention Plus initiative. It consists of three elements: Development Assistance for Refugees (DAR); Development through Local Integration (DLI); and Repatriation, Reintegration, Rehabilitation and Reconstruction (4Rs). In 2003, 4Rs operations in Afghanistan, Eritrea, Sierra Leone and Sri Lanka were implemented in collaboration with the UN Country Teams (UNCT).

Together with UNDP, other UN agencies, donors and the World Bank, UNHCR organized a 4Rs workshop in Geneva at which field and headquarters staff shared experiences on the implementation of the 4Rs. In Burundi and Liberia, the 4Rs process was launched by the UNCT, donors and NGOs. Institutional support from

respective headquarters was provided by UNDP, UNICEF, ILO, UNHCR and the World Bank to 4Rs operations by also fielding inter-agency and donor missions.

Under the DAR/DLI approaches, UNHCR supported the Zambia Initiative in the areas of programme design and resource mobilization. In December 2003, the first annual review meeting was organized by the Government of Zambia and UNHCR with the participation of United Nations agencies, donors and NGOs. Donor support for the Zambia Initiative has been very encouraging. In 2003, UNHCR also assisted the Government of Uganda in developing a DAR initiative based on the existing Uganda Self-Reliance Strategy.



Sri Lanka: The inclusion of IDP returnees in permanent relocation villages, like this one in Tharanikulum, Vavuniya, is part of the national development plan for reintegration of IDPs in post conflict conditions. UNHCR/R. Chalasani

To develop the tools for implementation of the Framework for Durable Solutions, UNHCR, in close collaboration with UNDP, ILO, UNICEF, FAO and WFP, donors and NGO representatives finalized the *Handbook for Repatriation and Reintegration Activities*. In 2003, UNHCR also initiated the revision of the *Self-reliance Guidelines* which will be completed in mid-2004.

In an effort to ensure the inclusion of refugee issues in the formulation of transitional and recovery policies, UNHCR became a member of the United Nations Development Group (UNDG) in April 2003. Following the High Commissioner's presentation at the UNDG Principals' meeting in October 2003, an agreement was reached on UNHCR's proposal to create a Working Group for developing guidelines on durable solutions for displaced populations. Upon endorsement of the guidelines by the UNDG Principals, these will be incorporated in the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF) guidelines. UNHCR also worked closely with the UNDG/ECHA Working Group on Transitional Issues to ensure that matters relating to persons of concern to UNHCR were incorporated in decisions and recommendations of the working group.

For the practical application of the Framework for Durable Solutions, UNHCR continued to forge partnerships with development actors. UNHCR and ILO developed a joint project: *ILO-UNHCR Partnership through Technical Cooperation: Socio-economic integration of refugees, returnees and IDPs* which set the framework for the rapid deployment of ILO livelihood experts to UNHCR's field operations. Efforts were made to revitalize the partnerships with FAO, and a letter of understanding strengthening the cooperation between the two agencies is being negotiated. On the basis of the MOU between WFP and UNHCR, the two agencies are developing guidelines for Joint Assessment Missions in relation to food security. UNHCR-JICA collaboration was further strengthened in 2003 through the support for joint programmes in Afghanistan, South Africa, Sri Lanka, Tanzania, Zambia and a staff exchange programme.

UNHCR actively supported the NEPAD process as chair of the UN inter-agency sub-cluster on Humanitarian Response and Post-Conflict Recovery, which aims at developing consolidated UN inter-agency programmes for African countries to respond to humanitarian crisis and the consequences of

conflicts, with particular attention to refugees and IDPs, based on the 4Rs policy.

Programme Support Activities

Executive Direction and Management

Emergency and security management remained key priorities for UNHCR throughout 2003. Ongoing large-scale operations, as well as new emergency situations drew significantly on internal and external emergency stand-by resources. The Emergency and Security Service (ESS) organized and facilitated a total of 188 missions involving EPRS deployable staff members (29 missions), Emergency Response Team members (71 missions), Standby Partners (73 missions) and other ad hoc missions of UNHCR staff members (15 missions). These missions responded to needs in over 20 countries, including Afghanistan, Angola, Cambodia, Chad, Côte d'Ivoire, Djibouti, Eritrea, Ethiopia, Ghana, Guinea, Iraq, the Islamic Republic of Iran, Jordan, Kuwait, Liberia, Malaysia, Pakistan, Saudi Arabia, Sudan, Syria, Thailand and Turkey.

UNHCR continued to be actively engaged in inter-agency activities related to contingency planning, training and logistical support to emergency operations. Important initiatives included UNHCR's chairmanship of the IASC Task Force on Training and participation in the IASC Task Force on Early Warning and Contingency Planning and in workshops related to the activities of the UN Joint Logistics Centre. UNHCR made considerable contributions in the second part of the year to the inter-agency contingency planning process for West Africa.

In 2003, ESS continued to give priority to the implementation of improvements in staff safety and security management. The Field Safety Section (FSS) provided proactive security advice in support of both field offices and headquarters, while assuring adequate and appropriate security resources, staffing and procedures around the world. FSS enhanced the capacity of staff to operate safely and securely by "mainstreaming" security awareness and responsibility. The section also worked to encourage a culture of accountability and ownership of staff safety within UNHCR's line management structure.



Colombia: Increasingly, aid agencies have to work alongside, or with the military who may be directly involved in conflicts, as in Colombia and elsewhere. Here, soldiers are accompanying UNHCR staff in Barrancabermeja. *UNHCR/P. Smith*

In February 2003, UNHCR began the distribution of an interactive security awareness CD-Rom "Basic Security in the Field" (English and French versions), jointly produced by UNSECOORD and UNHCR. In August 2003 an inter-agency working group, together with UNSECOORD, started developing a second CD-Rom, "Advanced Learning on Security in the Field," which should be ready by the end of 2004.

During the year, FSS produced guidelines for UNHCR non-security specialist staff, such as Administrative Officers who act as Security Focal Points in addition to their main duties. A standardized set of reporting guidelines was also produced in consultation with Field Safety Advisors (FSAs) worldwide, to encourage structured and regular reporting from FSAs in the field and facilitate the collation of security information at headquarters. FSS also published, in consultation with the Division of International Protection (DIP), the Staff Welfare Service and other units, guidelines on handling cases of threats, verbal abuse and intimidation from refugees. These guidelines follow those published in 2002 on handling sensitive urban refugee populations, and are based on extensive research into incidents involving asylum-seekers and individual cases.

A milestone in 2003 was the completion of two pilot training workshops for assistant field safety advisers (AFSAs): one for English speakers in Bangkok and one for French speakers in Accra. The AFSA workshops, the first of their kind within the UN system, used dynamic and scenario-based learning methods to teach a wide range of security skills. As is the case with non-security specialists, who act as Security Focal Points, where there is no FSA, AFSAs now are better equipped to manage their tasks, especially where they have to work without the supervision of an FSA.

The simultaneous development of emergencies, or potential emergency situations in number of regions during 2003 highlighted FSS's need for greater surge capacity. Outposted FSAs, administratively based in Geneva but deployed on short missions worldwide, proved to be a crucial resource in handling multiple emergency situations. The recruitment of experienced security professionals on "retainer contracts" i.e. with a guaranteed minimum number of months of work each year – they are paid only when actually deployed – also proved to be a cost-effective means of providing competent FSAs at short notice.

In 2003, ESS was responsible for managing a contingency reserve of USD 2,000,000 for security

measures required for compliance with Minimum Operational Security Standards in duty stations at Security Phase III and above.

Throughout the year, ESS continued its efforts to strengthen and support UNHCR's efforts to promote the security of refugees in close partnership with the Bureaux, DIP, the Evaluation and Policy Analysis Unit and interested governments. A UNHCR/Government of Canada Agreement resulted in the deployment of two Royal Canadian Mounted Police Officers to Guinea to assist the Government in ensuring refugee security within camps. ESS supported the efforts of the High Commissioner and his office in New York towards enhancing operational level collaboration with DPKO. ESS also undertook field support missions to Guinea, Liberia, Nepal and Uganda to address specific refugee security concerns.

During 2003, UNHCR strengthened its focus on issues related to the role and responsibility of military forces within complex humanitarian operations, and in guarding the "humanitarian space" in operational situations of armed conflict, high political instability or post-conflict insecurity. UNHCR developed terms of reference for a Senior Military Liaison Officer deployed to Liberia in September 2003 to assist the Office in collaborating with the peacekeepers to ensure the uphold of the role and responsibility in refugee and IDP camp security.

ESS presented the Office's position within the IASC agenda and with external civil-military actors, and worked to enhance coordination with OCHA's Military and Civil Defense Unit. UNHCR also continued

to work closely with UNSECOORD which has overall responsibility for security management within the UN system at the level of governance, day-to-day management and system development.

The **Information Technology and Telecommunications Service (ITTS)** set four major priorities for 2003:

- upgrading of desktop operating systems (Windows XP), email systems (Groupwise) and the local area network (LAN);
- supporting the Management Systems Renewal Project (MSRP) by providing a development environment and assisting in the data conversion from the legacy system to the PeopleSoft system;
- planning the installation of a global Wide Area Network (WAN) infrastructure in order to enable the PeopleSoft systems to run in field offices;
- participating in the analysis, design and development of the new registration system under the PROFILE project.

All of the above objectives except the third have been fully met. Installation of the WAN for the deployment of PeopleSoft in field offices had been scheduled for the last quarter of 2003, but was actually carried out in the first quarter of 2004. However, excellent progress was made in upgrading desktop operating systems in field offices, with about 40 of the 150 UNHCR field offices upgraded during the year. This activity will continue and it is expected that the upgrading of 95 per cent of the remaining offices will be completed in 2004.

The main objective of the **Management Systems Renewal Project (MSRP)** for 2003 was to develop business processes and systems solutions to enable, firstly, headquarters staff, and subsequently, field staff to improve the delivery of services and accountability in performing financial and supply chain functions with increased efficiency. It is anticipated that the new systems will also enable UNHCR to be more accountable to the Executive Committee and donors.

The MSRP team consists of 20 UNHCR staff and 14 consultants. Two Change Management and Training Coordinator posts were identified in the second half of the year and the post of Communications Specialist was temporarily filled. PeopleSoft software was customized to create four modules for Finance and three for the Supply Chain during the first half of 2003. The Governance Board and the Business Owners Committee, two advisory bodies, were created to review project progress, working methods, project management issues and to oversee and validate project progress.

Over 250 UNHCR staff members were trained in 14 courses to use the new system, in preparation for its implementation in 2004. By replacing the old financial recording systems with MSRP and correcting the technical failures and functional shortcomings, it is expected that tracking of earmarked funds will be easier, and recording of expenditure will be in full compliance with UN accounting standards.

The new method of recording and allotting contributions, and linking contributions with expenditure, will enhance communications amongst various units (in particular Finance, the Donor Relations and Resource Mobilization Service and the Supply Management Service) in UNHCR. Ultimately, better and faster services will be delivered to refugees as supply chain processes will be streamlined.

Organisational management will also be improved by more timely and accurate accounting, budgeting, procurement and distribution of information. In the second half of 2003, an MSRP website was created. It contains project-related information on objectives, implementation phases, technical progress, training, user manuals, quick reference guides and a glossary.

A network of thirty "change leaders" (staff members) was formed to keep the advisory bodies apprised of developments, to coordinate training, provide support on MSRP implementation; and to help organize and prioritize requests for adjustments to be made to the system after implementation in early 2004. It is anticipated that the network of change leaders will also play an important role when the systems are deployed to the field and the network is expanded to include staff in country offices.

For 2004 and 2005, a comprehensive rather than a purely technical approach will be sought. Reporting to donors will be enhanced as financial information from various units in UNHCR is centralized under the new system. In addition, the checking of budgets and planning of future expenditure will be facilitated during procurement. Better project management will also help to build the capacity of implementing partners.

Multiple environments are used simultaneously for developing new systems, user testing and production. To avoid confusion as to which changes have been made in which environment, as well as confusion in updating training materials, stricter controls will be applied in 2004 as new modules are developed, tested and produced. Better monitoring of security will be ensured in 2004 and 2005.

The MSRP was delivered under the approved budget because a component of the project covering change management was not implemented.

Department of International Protection

Resettlement Field Support – please refer to the **Resettlement Projects** in this chapter.

Division of Human Resource Management

Training of UNHCR Staff – please see **Training-related Projects** in this chapter.

In 2003, a **special staff costs** account was established to cover the costs of individual staff members temporarily in between assignments which are not charged to a particular post at a given time.

Short assignments undertaken by these staff were paid for by the operations concerned and were thus not charged to this account.

UNHCR did not offer any **voluntary separation** or early retirement packages in 2003, even though funding was put aside for this purpose. The current practice followed by the Office is to consider offering these packages on a case-by-case basis.

Voluntary contributions - Restricted / Earmarked USD)					
Donor	Earmarking	Annual programme budget and Trust funds		Supplementary programme budget and Trust funds	
		Income	Contribution	Income	Contribution
Association Française de Soutien à l'UNHCR (FRA)	Education for peace	86,287	86,287	0	0
	HIV/AIDS	123,142	123,142	0	0
	Refugee children	28,607	28,607	0	0
	Refugee women	968	968	0	0
Canada	ICMC deployments for resettlement referrals	130,719	130,719	0	0
Deutsche Stiftung (GFR)	Education	129,171	129,171	0	0
European Commission	Emergency and Security Service	247,426	247,426	0	0
Germany	Education	2,013,778	2,013,778	0	0
	Education for peace	673,467	673,467	0	0
	Environment	762,685	762,685	0	0
	Field support to self-reliance and durable solutions	456,100	456,100	0	0
Giorgio Armani (ITA)	Fund raising campaign	356,295	356,295	0	0
Japan	Project "UNHCR assistance to the Advisory Board on Human Security"	0	0	729,740	729,740
	Secretariat of the Commission on Human Security	499,690	499,690	0	0
Japan Association for UNHCR (JPN)	HIV/AIDS	4,054	4,054	0	0
	Refugee children	49,928	49,928	0	0
	Refugee women	12,683	12,683	0	0
Netherlands	Project Profile	118,765	118,765	0	0
Norway	Deployment of resettlement experts	450,000	450,000	0	0
	Emergency and Security Service	716,332	716,332	0	0
	Emergency-related projects	2,148,997	2,148,997	0	0
	Nansen Refugee Award	50,000	50,000	0	0
	Resettlement	400,000	400,000	0	0
Private donors Belgium	Refugee children	646	646		
Private donors Greece	Refugee children	32,753	32,753	0	0
Private donors Italy	HIV/AIDS	286,858	286,858	0	0
	Training – Workshops and seminars	15,045	15,045	0	0
Private donors Switzerland	Emergency-related projects	66,500	66,500	0	0
	Refugee children	4,113	4,113	0	0
Sweden	Global Programmes	2,736,602	2,736,602	0	0

Donor	Earmarking	Annual programme budget and Trust funds		Supplementary programme budget and Trust funds	
		Income	Contribution	Income	Contribution
Switzerland	Agenda for protection and the Convention Plus Forum	75,000	75,000	0	0
	Nansen Refugee Award	75,398	75,398	0	0
	Workshop on Emergency Management (WEM)	26,718	26,718	0	0
United Kingdom	Emergency operations – DFID roster	0	320,513	0	0
	Emergency and Security Service	1,282,051	1,282,051	0	0
United States of America	Education	80,000	80,000	0	0
	Emergency and Security Service	2,500,000	2,500,000	0	0
	Environment	300,000	300,000	0	0
	Global Programmes	11,815,000	11,815,000	0	0
	Health	172,000	172,000	0	0
	HIV/AIDS activities	450,000	450,000	0	0
	ICMC deployments project	800,000	800,000	0	0
	Management Systems Renewal Project	200,000	200,000	0	0
	Project Profile	1,785,000	1,785,000	0	0
	Refugee children	360,000	360,000	0	0
	Refugee registration	315,000	315,000	0	0
	Refugee women	475,000	475,000	0	0
	Resettlement-related training	330,000	330,000	0	0
	RSD Project	1,040,000	1,040,000	0	0
	UNHCR's strategy for prevention and response to SGBV	250,000	250,000	0	0
World Food Programme (UNO)	Food aid to improve HIV/AIDS prevention	50,000	50,000	0	0
Total		34,985,486	35,303,291	729,740	729,740

Budget and expenditure (USD)

Programmes	Revised budget			Expenditure		
	Annual programme budget and Trust funds	Supplementary programme and Trust funds	Total	Annual programme budget and Trust funds	Supplementary programme and Trust funds	Total
POLICY PRIORITIES						
Refugee Women	327,970	0	327,970	202,973	0	202,973
Refugee Children and Adolescents	495,758	0	495,758	392,291	0	392,291
The Environment	914,368	0	914,368	610,183	0	610,183
Health-Related Projects (HIV/AIDS)	1,317,435	0	1,317,435	849,507	0	849,507
Emergency-Related Projects	3,016,100	0	3,016,100	2,990,477	0	2,990,477
Sub-total	6,071,631	0	6,071,631	5,045,431	0	5,045,431

OTHER ACTIVITIES						
Promotion of Refugee Law and Advocacy	624,779	0	624,779	604,661	0	604,661
Resettlement Projects	2,834,500	0	2,834,500	2,474,137	0	2,474,137
Protection-Related Projects / Voluntary Repatriation ¹	1,389,885	0	1,389,885	1,142,112	0	1,142,112
Evaluation and Policy Analysis	600,000	0	600,000	570,505	0	570,505
Registration / Project PROFILE	2,323,800	0	2,323,800	1,227,007	0	1,227,007
Public Information /Media Projects	8,028,955	0	8,028,955	7,394,449	0	7,394,449
Training-Related Projects	450,000	0	450,000	141,655	0	141,655
Security-Related Projects	1,020,179	370,220	1,390,399	1,020,179	370,220	1,390,399
Education Projects	678,352	0	678,352	612,856	0	612,856
Linking Humanitarian Assistance to Longer-term Development	456,100	0	456,100	201,554	0	201,554
Others ²	848,943	45,833	894,776	579,532	0	579,532
Sub-total	19,255,493	416,053	19,671,546	15,968,647	370,220	16,338,867

PROGRAMME SUPPORT ACTIVITIES						
Executive Direction and Management						
- Emergency and Security Service ³	8,366,367	0	8,366,367	7,616,409	0	7,616,409
- Information Technology - Field Support ⁴	3,911,851	0	3,911,851	3,549,785	0	3,549,785
- Management Systems Renewal Project ⁵	15,264,667	0	15,264,667	10,511,022	0	10,511,022

Programmes	Revised budget			Expenditure		
	Annual programme budget and Trust funds	Supplementary programme and Trust funds	Total	Annual programme budget and Trust funds	Supplementary programme and Trust funds	Total
Department of International Protection						0
- Resettlement Field Support	393,375	0	393,375	255,180	0	255,180
Division of Operational Support						0
- Support to Operations Management ⁶	439,356	0	439,356	248,033	0	248,033
Division of Human Resource Management						0
- Training of UNHCR Staff	3,241,602	0	3,241,602	2,696,398	0	2,696,398
- Special Staff Costs including Voluntary Separation	8,979,235	0	8,979,235	8,969,472	0	8,969,472
Sub-total	40,596,453	0	40,596,453	33,846,299	0	33,846,299
TOTAL	65,923,577	416,053	66,339,630	54,860,377	370,220	55,230,597

¹ Includes costs for assistance to individual refugees in various countries (USD 33,878), refugee status determination projects (USD 787,983), legal and policy research project (USD 143,919), provision of protection information (USD 176,332).

² Includes costs for NGOs liaison and support for effective cooperation (USD 177,278), Imagine Co-existence projects (USD 1,032) short-term consultancies and organisation of workshops (USD 136,303), insurance costs, inspection of goods (USD 213,783), and Nansen Refugee Awards (USD 51,136).

³ Includes costs for Emergency Response Service (USD 2,598,036), Field Safety Section (USD 1,685,425) maintaining Minimum Operating Security Standards, cost sharing of UNSECOORD and Malicious Acts Insurance Policy (USD 3,332,948).

⁴ Includes information technology services for field operations such as software development, telecommunications, e-mail, user services.

⁵ Includes core systems for financial services, human resource management and supply chain.

⁶ Includes the development of processes and procedures.