



UNHCR Accountability Framework For Age, Gender and Diversity Mainstreaming and Targeted Actions

2009 - 2010 Global Analysis

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Cover Photo: Ecuador / UNHCR Assistant High Commissioner for Operations, Janet Lim, fulfilling one of her accountability actions and meeting with Colombian refugee women from Sucumbios / UNHCR / S. Aguilar / 2010

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Background and Method

The accountability framework for age, gender and diversity mainstreaming 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 places UNHCR as a lead agency in ensuring that age, gender and diversity mainstreaming moves from rhetoric to organizational reality.

The accountability framework provides a simple check box format to gauge progress towards four main equality objectives:

- age, gender and diversity mainstreaming in operations (AGDM)
- enhanced protection of women and girls of concern to UNHCR
- enhanced protection of children of concern to UNHCR, including adolescents
- enhanced response to and prevention of sexual and gender based violence (SGBV).

This document presents the third annual overview of progress towards compliance with accountability actions for AGDM and associated targeted actions.

Findings

High Organisational Commitment to Framework Completion: 91% of representatives and 100% of accountable staff at Headquarters submitted completed accountability frameworks.

1. Non Advocacy Based Operations

Highest reported rates of full compliance relate to:

- Leadership of the participatory assessment (PA) exercise
- Registration of female adults
- Reflection of the participatory assessment in budgeting and planning exercises
- Follow up on women at risk

Lowest reported rates of full compliance relate to:

- Implementation of the Guidelines on Determining the Best Interests of the Child
- Targeted actions for adolescents
- Developing partnerships for prevention and response to sexual exploitation and abuse
- Feedback to persons of concern on participatory results and action
- Leadership of the multi-functional team

There has been a decline in compliance rates compared with previous years. All accountability actions, other than female registration, experienced a significant decline in the number of actions 'fully' complied with. The introduction of a 'mostly' rating in 2009-2010¹ may have had an impact on ranking and comparisons should therefore be treated with caution.

Progress towards full compliance with accountability actions differs significantly by region. Different regions have distinct needs and constraints when responding to the accountability actions.

2. Advocacy Based Operations²

Highest reported rates of compliance relate to:

- Promotion of the goals of AGDM and of the rights of all persons of concern, regardless of sex, age and background, throughout all office planning activities.

Lowest reported rates of compliance:

- Resource mobilization activities incorporating age, gender and diversity sensitive analysis and targeted actions

¹ In response to participant feedback and the recent AGDM evaluation, the three point ranking scale (fully, partially, not at all) was replaced with a five point ranking scale (fully, mostly, partially, hardly, not at all).

² 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.

There appears to have been a decline in the percentage of actions reported as being 'fully' complied with compared with last year but again this could be linked to the introduction of the 'mostly' rating.

3. Senior Management at Headquarters Bureau Directors

Overall compliance with accountability actions by the five Bureau Directors fell almost equitably between the 'Mostly' complied with category and the 'Partially' complied with category. This compares with 2008-2009 when the responses fell equitably between 'fully' and 'partially'. In 2007-2008 the majority of actions were 'partially' complied with.

Highest reported rates of compliance relate to:

- Advocacy with NGOs, donors, missions, partners and governments for funding based on participatory assessment outcomes, in co-ordination with DER.
- Basing the Regional Bureau Strategy on 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

Lowest reported rates of compliance:

- Meeting with Bureau staff to identify countries that are having difficulties with compliance with targeted actions, working with Representatives to develop a strategy for improvement and sharing any gaps or problems which have not been resolved with the AHC (Operations) and technical advisers in Division for Programme Support and Management (DPSM) and Division for International Protection (DIP) .
- Monitoring implementation of accountability actions by Representatives for age, gender and diversity mainstreaming and for targeted actions.
- Discussion of accountability actions with representatives and heads of desks within the framework of the career management system and agreement on actions for follow-up.
- Reporting through the Global Appeal and at Standing Committee on progress on accountability actions laid down in the accountability framework.

Other senior managers

The Directors of Division of Programme Support and Management, Division of International Protection, Emergency Supply Management and External Relations, the Assistant High Commissioners and the High Commissioner³ all submitted their completed accountability frameworks.

Highest reported rates of compliance relate to:

- Internal and external advocacy for the use of rights and communities based approaches, participatory assessment, and AGDM to ensure that the protection of children, women and persons affected by and/or at risk of SGBV are an integral and cross-cutting feature of all staff activities.

Lowest reported rates of compliance relate to:

- Follow up with staff and the development of strategies for addressing gaps in compliance.

4. Constraints to Compliance

Constraints are both internal and external. The most cited constraints are:

- Lack of staffing: both lack of adequate AGDM skilled staff and lack of enough staff.
- Socio-cultural obstacles
- Lack of access to persons of concern
- Lack of partner engagement.

Recommendations for moving forward

Addressing constraints to compliance:

- Enhance understanding and capacity through learning at all levels of UNHCR, including integration of AGDM accountability into all induction packages.
- Promote flexible and ongoing use of the PA tool and the multi-functional team in order to enhance access to persons of concern and partner engagement. This would involve adapting the tool to local circumstances and resources, as some countries are already doing with positive results. For example, using the tool to guide all interventions with

³ There was no submission from the Deputy High Commissioner this year as the new DHC only took up his post in February 2010.

persons of concern and for participatory monitoring and evaluation rather than as a one off resource intensive 'extractive' exercise solely for the COP exercise, without necessarily using the process to empower all of those involved.

- Explore options with partners in order to better address socio-cultural obstacles, through advocacy, education and support to the development of an enabling environment at government level.
- Ensure that where resources are expressed as a constraint to compliance by Representatives this is also noted in the Global Needs Assessment and followed up on.
- In view of the expressed concerns around lack of partner engagement in many operations, it is important that partners themselves commit to the implementation of AGDM as part of their ongoing work and cooperate fully with UNHCR in the context of humanitarian intervention for refugee / IDP humanitarian intervention. UNHCR could ensure that age, gender and diversity concerns and analysis are integrated in all sub-agreements and memoranda of understanding.
- Donors should encourage multi-partner working when making funds available, particularly with regard to the implementation of AGDM and targeted actions.
- Donors should use the accountability framework, not only to hold UNHCR to account for its performance but also to provide the additional technical and financial support necessary to successful compliance with the framework's requirements.

Addressing weaknesses in compliance:

- Enhance ongoing leadership and follow up on accountability actions by senior managers.
- Bureau Directors should work with DIP and DPSM to develop strategies to address gaps in compliance by operations that are struggling to meet organizational commitments to AGDM.
- Place AGDM firmly on the agenda for each main step of the planning cycle and monitoring of framework application needs to be integrated into the Performance Appraisal and Management System and results based management.
- Expand the accountability framework for AGDM for all senior managers, regional and sub-offices and, possibly, senior staff.

Concluding Note

2009 was a year of significant change in UNHCR's organisational environment and it is going to be critical in 2010 to ensure that the new organisational modalities are able to integrate age, gender and diversity concerns and ensure accountability for implementation of organisational commitments to AGDM. It is also going to be a year for addressing gaps in compliance, particularly at HQ, in order to enhance UNHCR's impact in its delivery of equitable outcomes for all persons of concern.

Part 1. Accountability Framework for Age, Gender and Diversity

Mainstreaming: Background and Method

1.1 Background

The accountability framework for age, gender and diversity mainstreaming 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.

The 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 places UNHCR as a lead agency in ensuring that age, gender and diversity mainstreaming moves from rhetoric to organizational reality⁴.

In addition, the framework:

- Establishes minimum standards of office practice to create an enabling organisational and operational environment conducive to achieving equitable outcomes for all persons of concern. All actions are based on existing Executive Committee Conclusions and do not represent anything new.
- Aims to support staff, especially managers, in meeting their commitments and to identify gaps in compliance with Executive Committee Conclusions in order to gain a better understanding with governments, including donors, of shared responsibility.
- Enables UNHCR to measure progress over time, across regions and across HQ on the basis of the 2007 baseline.

This document presents the third annual overview of progress towards compliance with the accountability actions for AGDM and associated targeted actions.

1.2 Method

The accountability framework provides a simple check box format to gauge progress towards four main equality objectives:

- age, gender and diversity mainstreaming (AGDM)
- enhanced protection of women and girls of concern to UNHCR
- enhanced protection of children of concern, including adolescents
- enhanced response to and prevention of sexual and gender based violence (SGBV).

Country/Regional Representatives and other accountable staff at Headquarters are required to evaluate their own performance in relation to a number of accountability benchmarks⁵. A revised format was used for the 2009-2010 exercise, in response to participant feedback. The three level rating was replaced with a five level rating with accountable staff required to tick 'fully/ mostly/ partially/ hardly/not at all' complied with, in relation to their accountability benchmarks. This change in the rating means that comparison with previous years should be done with care. This caution made, it is important to note the focus must remain on full compliance with these minimum standards and not on 'mostly' or otherwise complied with.

Where 'fully' is checked, examples of action taken must be given. Unfortunately, this year many accountable persons did not provide examples as they were able to skip the box (something which was not possible with the online survey tool). This will need to be rectified for future exercise as the provision of examples is an important element of ensuring that due consideration is given to whether the action truly has been 'fully' completed in practice. The simplicity of the check box format allows for global and regional monitoring of progress on an annual basis and for the identification of additional support needs. Follow up is integrated

⁴ Annex 4 provides an explanatory overview of the methodology and a visual illustration of the framework.

⁵ 16 benchmarks for country Representatives of non-advocacy based operations, 5 benchmarks for representatives of advocacy based operations, 17 benchmarks for Bureau Directors, 6 benchmarks for the Director of External Relations, 10 for the Director of International Protection Services, 7 for the Director of Operational Services, 9 for the Assistant High Commissioner for Operations, 10 for the Assistant High Commissioner for Protection, 6 for the Deputy High Commissioner and the High Commissioner. The differing numbers relate to the different functions associated with the positions. Actions were developed on the basis of each position's job description.

within the framework, with each accountable person reporting on progress to their senior manager, including to the High Commissioner.

In order to ensure that the annual completion of the accountability framework is a transparent and authentic process, random and non-attributable spot check telephone interviews are also conducted with multi-functional team members in ten countries. Annex 1 presents the findings of the spot checks.

NOTE: Effort v. Achievement: During the development of the accountability framework, significant discussion took place around whether the tool is monitoring best efforts or actual results. It was concluded that it is the actual result that is being monitored and that the constraints box should be used to refer to cases where the individual has taken every step necessary to complete the action but that other factors have impeded the success of their best efforts. 'Compliance' therefore refers to successful implementation of the action. Non-compliance may occur despite the best efforts of the person involved and does not therefore imply a wilful act of non-compliance.

Part 2. Global and Regional Trends

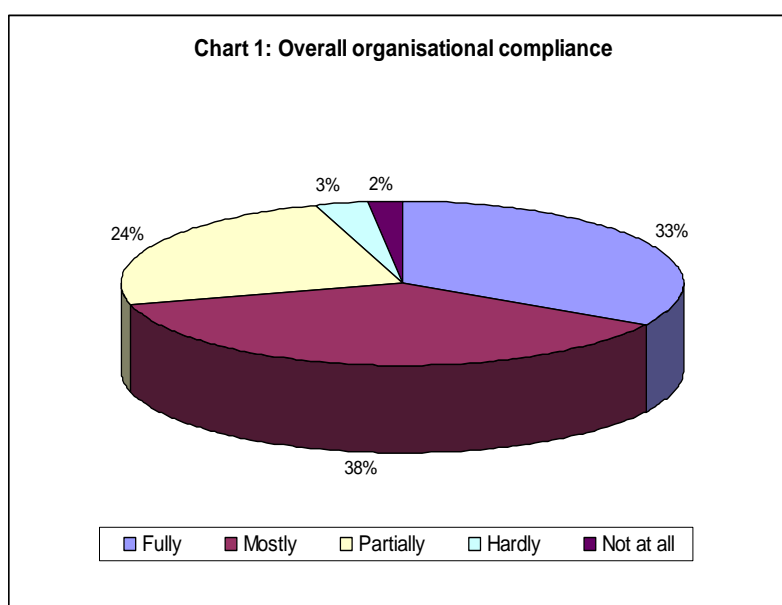
2.1 Overall Organisational Compliance with Accountability Actions

2.1.1 2009-2010 Submission Rates

- The submission rate remained very high in 2009-2010, with 91% (96 out of 105) of participating representatives submitting completed accountability frameworks. The submission rate was higher for advocacy based operations⁶- 95% (18 out of 19) representatives compared with 86% (78 out of 86) representatives from non advocacy based operations⁷.
- 100% of accountable staff at Headquarters submitted completed accountability frameworks.
- In contrast to previous years, no region had a 100% submission rate. Proportionally per number of expected submissions Asia and Pacific, Africa and Europe had the highest submission rates at 95% (19 out of 20) for Asia/Pacific, 93% for Africa (31 out of 33) and for Europe (27 out of 29). Americas and MENA had the lowest submission rate, with 80% (8 out of 10) and 79% (11 out of 14) respectively.

2.1.2 2009-2010 Organisational Compliance Rates

Chart 1 illustrates overall organisational compliance. 38% of actions were reported as being 'fully' complied with, 33% 'mostly' complied with and 24% 'partially' complied with. This compares with 2008-2009, where 60% of actions were 'fully' complied with and 37% were 'partially' complied with. It would thus appear that there has been a decline in actions 'fully' complied with, although the introduction of a 'mostly' category may



⁶ 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.

⁷ 9 of the 105 Representatives required to complete the framework failed to do so. These were the Representatives for Argentina, Colombia, Albania, Libya, Saudi Arabia, Western Sahara, Central Africa Republic, Guinea and Pakistan. Saudi Arabia was exempt last year but was required to submit this year. Central Africa Republic also failed to submit last year.

have had an impact on rankings made this year.

Representatives appear to be more successful at meeting their accountability actions, with 72% 'fully' or 'mostly' and 23% 'partially' completing their accountability actions, compared with 61% at HQ 'fully' or 'mostly' and 30% 'partially' completing their accountability actions. This also reflects the findings from the recent AGDM evaluation which notes that AGDM efforts need to be enhanced at HQ.

2.2 UNHCR's Strengths and Weaknesses in Mainstreaming AGDM and Targeted Actions: Non Advocacy Based Operations

2.2.1 Compliance rates 2009-2010

- Almost two thirds of non advocacy based operations are unable to report that they can fully comply with accountability actions relating to AGDM.
- 60% are unable to fully complete actions relating to the enhanced protection of women.
- 70% are unable to fully complete actions relating to SGBV and the enhanced protection of children.

Reasons given are both internal and external, as shown in the section 2.2.2 below.

Chart 2 below shows overall compliance rates with the sixteen accountability actions per region and globally. Actions are seen to be 'fully', 'mostly', 'partially', 'hardly' and 'not at all' complied with and are given as a percentage of total accountability actions.

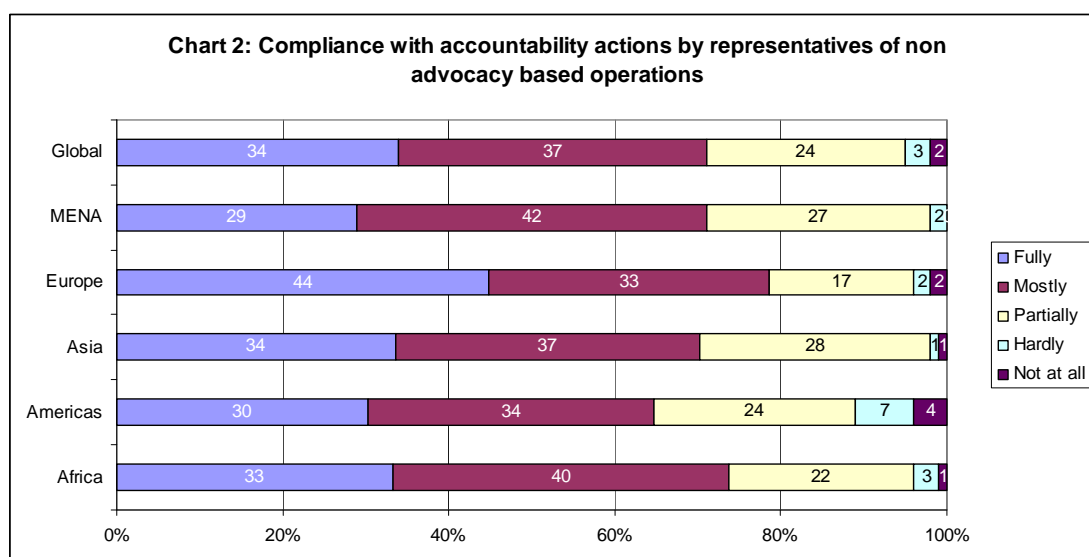


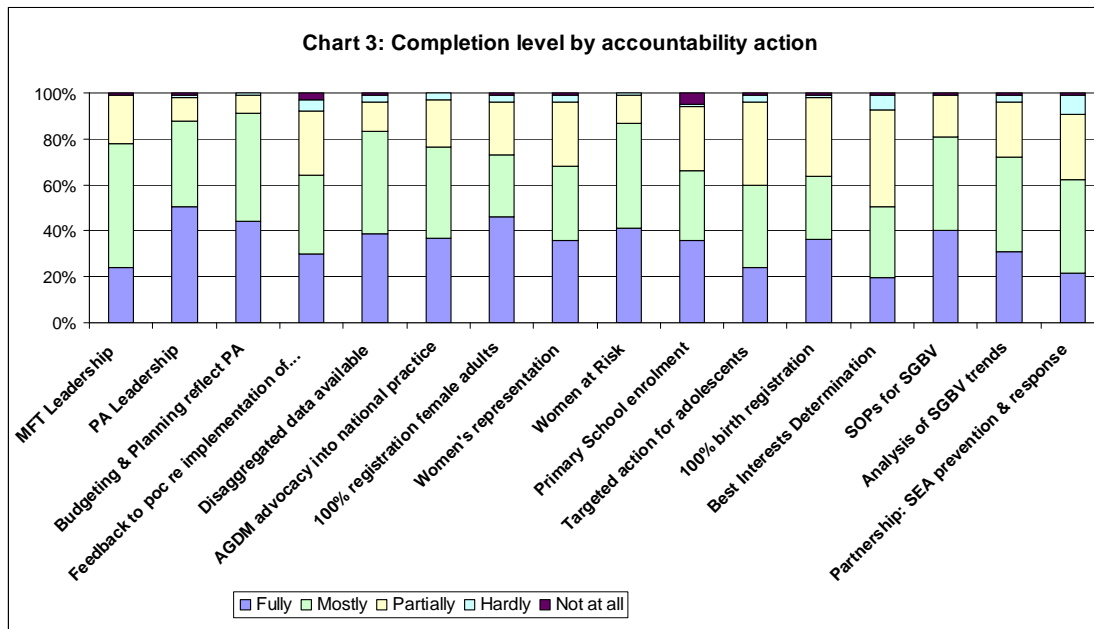
Chart 3 below provides a more detailed, global illustration of the level of completion of individual accountability actions. As can be seen,

Highest reported rates of full compliance relate to:

- Leadership of the participatory assessment (PA) exercise
- Registration of female adults
- Reflection of the PA in budgeting and planning exercises
- Follow up on women at risk

Lowest reported rates of full compliance relate to:

- Implementation of the Guidelines on Determining the Best Interests of the Child
- Targeted actions for adolescents
- Developing partnerships for prevention and response to sexual exploitation and abuse
- Feedback to persons of concern on PA results and action
- Leadership of the MFT



Full compliance with accountability actions differs significantly by region⁸:

- Representatives in Europe have the highest reported rate of compliance with AGDM (47% of Representatives stating actions 'fully' completed) and the enhanced protection of women and girls (60%). Europe Bureau representatives also retain relatively high compliance rates for other actions.
- Asia and Pacific Bureau has the highest reported rate of full compliance with SGBV response and prevention (38%).
- Americas Bureau has the highest reported rate of full compliance with the enhanced protection of children, including adolescents (37%). Americas have the lowest levels of full compliance with AGDM action (28%) and SGBV prevention and response (22%).
- MENA and Africa Bureau have the lowest levels of full compliance with the enhanced protection of children (27% and 26% respectively) and with the enhanced protection of women and girls (25% and 26% respectively).

2.2.2 Constraints

- Socio-cultural obstacles: largest single constraint and cited by 78% of representatives as being a constraint to full compliance
- Lack of staffing cited by 76% of representatives as being a constraint to full compliance
- Lack of access to/ dispersion of persons of concern: cited by 64%
- Lack of partner engagement: cited by 63%.

The ranking given to constraints differs depending on which actions are being referred to:

- Lack of staffing: biggest constraint for AGDM actions (cited by 77% of representatives) and for targeted actions for the enhanced protection of children (64%).
- Socio-cultural obstacles: most significant constraints to implementation of targeted actions for the enhanced protection of women (69%) and SGBV prevention and response (77%).

This gives UNHCR helpful information for addressing gaps in compliance with different actions.

A key constraint given under 'Other' was that in many contexts UNHCR staff are having to move away from direct contact with persons of concern, including participatory assessment, due to security risks. Other examples that came up were the lack of engagement from UN sister agencies and government partners, reliance on weak government systems of data collection and disaggregation, and difficulties in sustaining enthusiasm for participatory assessment among partners, staff and persons of concern. Other examples given under 'Other' are context specific and the reader is encouraged to read individual submissions for further details⁹.

⁸ It is important to note that the regions have different numbers of operations and this can influence the interpretation of the data.

⁹ These are available upon request from the Bureau or from DIP.

Regional Comparison of Constraints

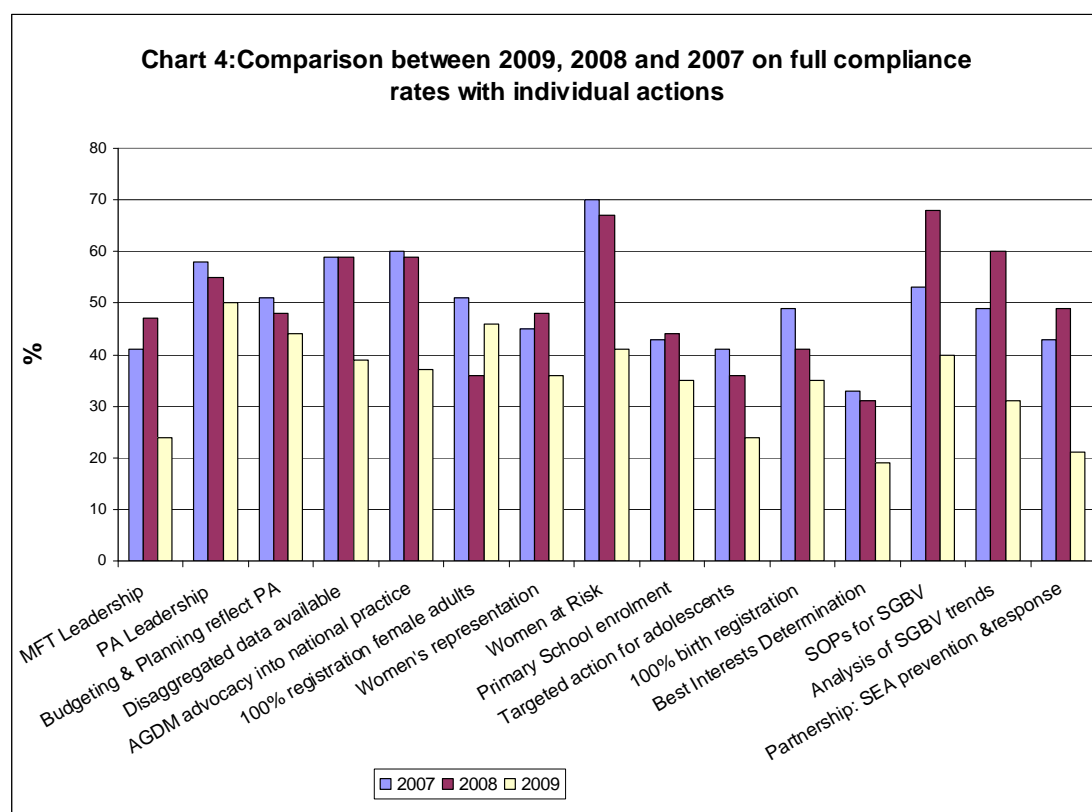
Prioritization of constraints differed substantially by region, suggesting that the support needs of regional operations may be quite distinct.

- Africa: *Lack of staffing* (cited by 84% of representatives in Africa), *socio-cultural obstacles* (84%) and *lack of partner engagement* (68%).
- Americas: *Lack of staffing*¹⁰ (cited by 100% of representatives), *lack of access to communities of concern/ dispersal of persons of concern* (83%) and *lack of financial resources* (67%).
- Asia & Pacific: *Political situation* (75%), *Lack of staffing* (69%), *socio-cultural obstacles* (63%).
- Europe: *Socio-cultural obstacles* (86%) and *lack of access to communities of concern/ dispersal of persons of concern* (71%).
- MENA: *Political situation* was the largest constraint (91%) and *lack of access to communities of concern/ dispersal of persons of concern* (82%).

2.2.3 Comparison between 2007-2008, 2008-2009 and 2009-2010 compliance rates

It is helpful to compare the data over the past three years in order to explore any emerging trends. However, it must be noted once again that the scale of measurement changed from a three point scale in the first two years to a five point scale in 2009-2010.

As Chart 4 below shows all accountability actions, other than female registration, experienced a significant decline in the number of actions 'fully' complied with. PA leadership, reflection of the PA in budgeting and planning, women's representation and primary school enrolment have shown the least decline.



It is possible that this is linked to the introduction of a 'mostly' rating. However, it must be noted that there was also a reduction in completion of a number of actions in 2008-2009 compared with 2007-2008, with only primary school enrolment showing a slight increase between 2008-2009 and 2007-2008¹¹.

¹⁰ Lack of community services/ specialised staff was specifically cited on a number of occasions.

¹¹ Notably with accountability actions for AGDM, with the exception of MFT leadership by Representatives; accountability actions for the enhanced protection of women and girls, with the exception of an increase in women's representation and; the enhanced protection of children and adolescents.

2.3 UNHCR's Strengths and Weaknesses in Mainstreaming AGDM and Targeted Actions: Advocacy Based Operations

Compliance ratings were similar to those given in non advocacy based operations, with over one third (36%) of the four accountability actions 'fully' complied with. This is less than last year when half of the all actions were 'fully' complied with. Again, the introduction of the 'mostly' may have had an impact. 84% of the actions were complied with 'fully' or 'mostly'. 13 % were 'partially' complied with and only 1% of actions were not complied with at all or were 'hardly' complied with.

The action that was most successfully complied with by participating Representatives in 2009-2010 was:

- Promotion of the goals of AGDM and promotion of the rights of all persons of concern, regardless of sex, age and background, throughout all office planning activities. This action was 'fully' complied with by 8 out of 19 operations and 'mostly' complied with by 9 operations. Only 1 operation reported partial compliance, with no operations reporting hardly or not at all complied with.

Actions that were least likely to be reported as being 'mostly' or 'fully' complied with by Representatives in 2009-2010 were:

- Ensuring that all actions taken by office to promote respect for international refugee norms, the protection of refugees, asylum seekers and others of concern, and the promotion of durable solutions are age, gender and diversity sensitive. This action was 'fully' complied with by 7 out of 19 operations and 'mostly' complied with by 8 operations. Only 1 operation reported partial compliance, with no operations reporting hardly or not at all complied with.

- Ensuring that activities relating to awareness raising and mobilising political and public support for persons of concern to UNHCR in the host country and globally incorporate age, gender and diversity sensitive analysis.

This action was 'fully' complied with by 7 out of 19 operations and 'mostly' complied with by 9 operations. 2 operations reported partial compliance, with no operations reporting hardly or not at all complied with.

The lowest levels of compliance relate to

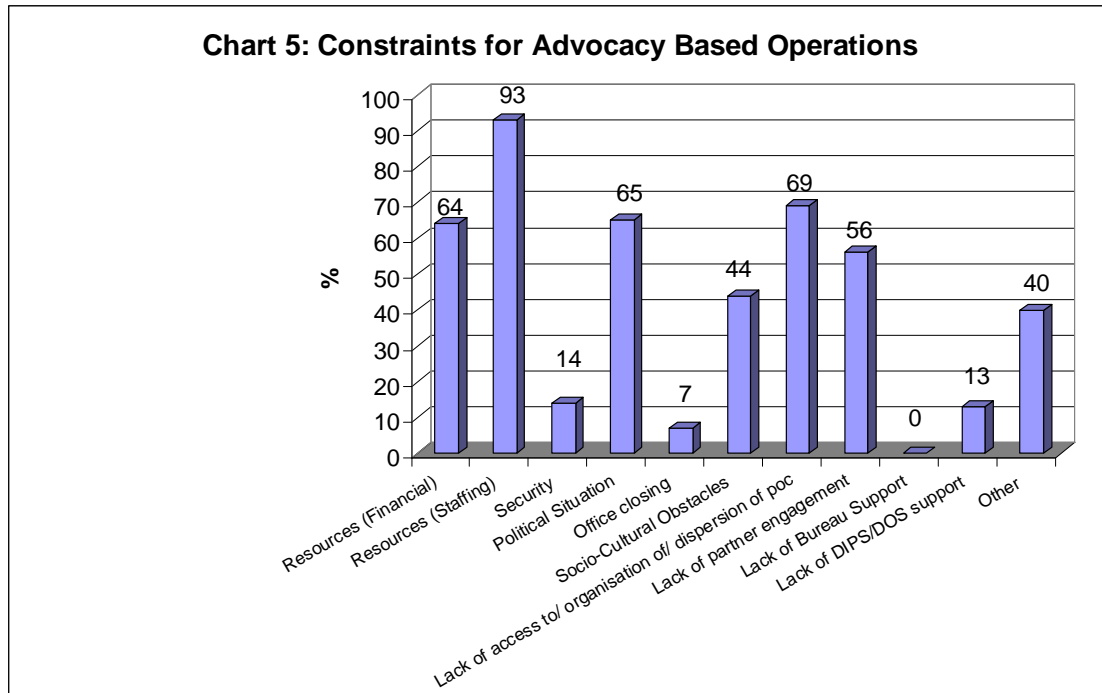
- Ensuring that external relations activities relating to the mobilisation of resources for UNHCR operations globally and locally incorporate age, gender and diversity sensitive analysis and targeted action to support discriminated groups

This action was 'fully' complied with by 3 out of 19 operations and 'mostly' complied with by 7 operations. 5 operations reported partial compliance, with 1 operation reporting hardly and 1 operation reporting not at all complied with. The phrasing of this action could be responsible for the low compliance rates as bi-lateral fundraising is led by Headquarters. The phrasing has therefore been changed for the 2010-2011 exercise to reflect the field's support role.

Constraints

Chart 5 below shows that, overall, the primary constraint to full compliance with the accountability actions in advocacy based operations relates to lack of adequate staffing, with 93% of Representatives citing lack of resources (staffing) as a constraint to compliance. The second highest constraint was lack of access to persons of concern.

Chart 5: Constraints for Advocacy Based Operations



Constraints cited under 'other' include difficulties in obtaining disaggregated data due to dependence on national governments or UNHCR HQ for provision of such data. Also cited was the difficulty in monitoring fundraising methods and approaches where such activities have been outsourced.

The application of AGDM has led to concrete examples of improved performance by UNHCR and enhanced protection of persons of concern. Examples are provided in Annex 1. Only two operations (Germany and Spain) gave examples of good leadership or success. These are also highlighted in Annex 1.

2.4 UNHCR's Strengths and Weaknesses in Mainstreaming AGDM and Targeted Actions: Headquarters Staff

All twelve of the senior managers required to complete an accountability framework for 2009-2010 did so. It is important to note, however, that there has been a very high turnover of staff at senior management level with 8 out of the 12 senior managers in post for only six to nine months out of the twelve month accountability period. While actions are ongoing, it is clear that time is needed for a new senior manager to get on board and provide the leadership necessary to be able to 'fully' or 'mostly' comply with the accountability actions.

Bureau Directors¹²

Overall compliance with accountability actions by the five Bureau Directors ranked almost equitably between the 'mostly' complied with category and the 'partially' complied with category. 'Fully' was ticked 10% of the time, 'hardly' was ticked 9% of the time and no actions were 'not at all' complied with. In 2008-2009 the responses fell equitably between 'fully' and 'partially'. In 2007-2008 the majority of actions were 'partially' complied with.

In comparison with last year, there has been an improvement in follow up to ensure that Country Operations Plans (COPs) and other reporting by country operations are age and sex disaggregated, reflect PA and incorporate age, gender and diversity concerns. There has also been an improvement on discussion of AGDM and targeted actions when on mission. The weakest element has been follow up on accountability framework findings, including the identification of strategies for addressing gaps in completion of accountability actions by country operations.

The highest level of full compliance related to the following actions:

AGDM

¹² Three of the five Bureau Directors had only been in post for six to nine months at the time of completion of the accountability framework.

- Advocacy with NGOs, donors, missions, partners and governments for funding based on participatory assessment outcomes, in co-ordination with DER. (5 out of 5 Bureau Directors replied 'fully' or 'mostly'). This is a significant advance compared with last year when only 2 out of 5 Bureau Directors stated that they had 'fully' complied with this action.
- Basing the Regional Bureau Strategy on 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 (4 out of 5 Bureau Directors replied 'fully' or 'mostly').

Three Bureau Directors fully or fully and mostly complied with the following actions:

AGDM

- Ensuring that COPs and other reporting by country operations are age and sex disaggregated, reflect participatory assessment findings and incorporate age, gender and diversity concerns and highlight targeted action for the protection of the rights of children and youth, women and persons affected by and/ or at risk of SGBV.
- Meeting with Representatives, multi-functional team members/other staff when on mission to discuss age, gender and diversity mainstreaming and targeted actions for the protection of the rights of children and youth, women and persons affected by and/ or at risk of SGBV.

Protection of Women and Children and SGBV Prevention and Response

- Reviewing, with the Deputy Director, Desks, Legal Advisers and Representatives, compliance the relevant targeted actions in the accountability framework as reported on by the Representatives in the accountability framework. Also ascertaining that the issues relating to the enhanced protection of children and women of concern and to SGBV prevention and response have been addressed in each country operation.
- Advocating internally and externally to ensure that resources are allocated for targeted actions to enhance the protection of women and children of concern and prevent and respond to SGBV, as per community prioritisation reflected in participatory assessment and COPs

Bureau Directors have faced the greatest challenges in ensuring the following:

- Meeting with Bureau staff to identify countries that are having difficulties with compliance with targeted actions, working with Representatives to develop a strategy for improvement and sharing any gaps or problems which have not been resolved with the AHC (Operations) and technical advisers in DPSM and DIP. 3 replied 'partially' or 'hardly' in relation to targeted actions for the protection of children and youth, 4 replied 'partially' or 'hardly' in relation to the protection of women and persons affected by and/ or at risk of SGBV.
- Monitoring implementation of accountability actions by Representatives for age, gender and diversity mainstreaming and for targeted actions (4 out of 5 replied 'partially').
- Discussion of accountability actions with representatives and heads of desks within the framework of the career management system and agreement on actions for follow-up (2 'mostly', 2 'partially', 1 'hardly').
- Reporting through the Global Appeal and at Standing Committee on progress on accountability actions laid down in the accountability framework". (1 'mostly', 3 'partially', 1 'hardly').

Constraints

This year, the two largest single constraints to overall compliance with accountability actions were the lack of human resources and lack of access to persons of concern. These two constraints were mentioned three quarters of the time. Lack of partner engagement was also seen to be a significant constraint. An important constraint raised by one Bureau Director in the narrative section was that there had not been a briefing on the requirement to work with the accountability framework for AGDM at the beginning of the assignment. This clearly needs to be addressed to ensure that all inductions include a briefing on AGDM and on the accountability framework. Another constraint worth noting was that while one Bureau encouraged mainstreaming and the provision of examples of targeted actions for global reporting and the global appeal, these were then edited out of the final documents by the editors. This shows the importance of ensuring that all parts of UNHCR are engaged in the mainstreaming process. Other important concerns raised were the difficulty in obtaining adequate baseline data since the introduction of Focus and the failure of the PAMS system and the Global Management Accountability Framework to reinforce accountabilities for AGDM (the latter concern has now been addressed).

Details of good practice by Bureau Directors are highlighted in Annex 2.

Other Senior Managers

The Directors of Division of Programme Support and Management, Division of International Protection, Emergency Supply Management and of External Relations, the Assistant High Commissioners¹³ and the High Commissioner all submitted their completed accountability frameworks. This 100% completion rate indicates the high level of commitment and support to AGDM. There was no submission from the Deputy High Commissioner this year as the new DHC only took up his post in February 2010 and the outgoing DHC did not complete the framework upon his departure.

Each of these individuals has personalised accountability actions due to the specificity of their functions. However, certain key objectives can be summarized.

The following actions were reported as being fully complied with:

- Updating Standing Committee, donors and others on protection gaps, compliance with the accountability framework and strategies to address gaps.
- Provision of leadership, including monitoring and issuing of written instructions to staff to ensure outputs mainstream age, gender and diversity concerns and monitoring of outcomes and follow up.
- Ensuring disaggregated data collection prioritised in ProgGres, RBM, Focus.
- Advocacy internally and externally to promote the use of rights and community based approaches, participatory assessment, and age, gender and diversity mainstreaming to ensure that the protection of the rights of children, of women and of persons affected by and/or at risk of SGBV are an integral and cross-cutting feature of all staff activities.
- Advocacy for the need to resource gaps in the protection of women, children, including adolescents, and persons affected by and/or at risk of SGBV.

Reporting on the following actions was variable among the senior managers, with some reporting full compliance on some, and other managers indicating impediments leading to 'mostly' or 'partial' compliance:

- Mainstreaming of age, gender and diversity analysis and rights and community based approaches into documentation issued and technical support provided. Constraints included lack of time when staff are on mission for conducting a full age, gender and diversity analysis, lack of staff, both in terms of numbers and of adequate capacity and reliance on others parts of UNHCR to provide necessary data and analysis.
- Follow up with staff (Bureau Directors to Representatives, AHC (O) to Bureau Directors, DHC to Director of DER etc.) to ensure compliance with the relevant targeted actions in the accountability framework and development of strategies to address gaps in compliance. Constraints included a reduction in resourcing (staffing and financial), despite an increasing or constant volume of work.
- Reporting on progress in meeting the accountability actions and strategies to address gaps to line manager.
- Reviewing speeches and documents to ensure age, gender and diversity mainstreaming, the use of rights and community based approaches and participatory assessment. The primary constraint related to limitations imposed on the length of reporting instruments.
- Reviewing compliance with the accountability framework when on mission to UNHCR operations and identification of implementation gaps. Meeting with representatives of diverse groups when on mission. As noted in previous years, the primary constraint relates to lack of time due to conflicting priorities and very tight mission schedules.

Examples of good practice are highlighted in Annex 3.

¹³ All but the AHC (P) and the High Commissioner had been in post for only 6 to 9 months at the time of completion of the accountability framework.

3.1 Implementation of Recommendations from 2007-2008 and 2008-2009 Global Analysis

Following up on recommendations made in previous years' exercises is also an important element of accountability. The table below presents the status of implementation of recommendations made in previous Global Analyses.

| Recommendation from previous Analyses | Implemented: | Comment |
|--|------------------------------|--|
| The accountability framework should not be seen as an annual, one off, tick box exercise. Attempts to comply with actions should be ongoing. All managers should share the annual global analysis, individual submissions and copies of accountability actions, with their staff and provide the opportunity to discuss ongoing progress throughout the year. While the accountability framework targets senior staff in order to improve leadership, ensuring AGDM is the responsibility of <i>all</i> staff (see AGDM ACTION Plan on AGDM IOM/015-FOM/017/2008). | Representative level: Hardly | Country level spot checks revealed that this critical participatory approach to the accountability framework is still missing. |
| | HQ level: Partially | At HQ level, Africa Bureau continues to use its own monitoring tool to follow up on areas/countries needing further attention. Also, most of the regional representatives' meetings and regional protection or COP meetings included a session reviewing progress on AGDM activities. |
| Recommendations to Bureaux | | |
| Follow up with the Representatives that did not complete the framework to establish why completion did not occur and whether this reflects lack of compliance. | Mostly | Follow up has occurred, with all but two countries that had failed to submit in previous years submitting this year. However, more systematic follow up through performance appraisal systems is needed. |
| Report to AHC (P) and develop a strategy to ensure that completion occurs in 2009-2010. | Hardly | This development of a forward strategy is necessary to address gaps. This could be an agenda item in the new joint AHC (O) and (P) meetings with Bureau Directors. |
| Ensure that AGDM is on the agenda for each main step of the planning year as detailed in the Calendar for Reporting, Implementation and Planning, and notably: Annual Statistical Report, Country Report and Summary Protection Assessment. | Partially | This is still an area that is weak, although it would appear from spot checks and discussions with Bureau Directors that there have been improvements this year and that this is a priority area for the next phase of AGDM. 2011 planning instructions contain a reference to using the Accountability Framework throughout the programming cycle. |
| AGDM accountability to be incorporated in Representatives' PAMS objectives so that it receives particular attention by each Representative. | Hardly | To date very few Representatives have a specific objective relating to AGDM. In fact, only 237 staff members (as opposed to approx. 7000 staff worldwide) included a reference to AGDM in their PAMS objective. How best to proceed with regard to PAMS is under discussion, with mixed opinions as to whether a compulsory, time-bound objective is the way forward. |
| Recommendations to DIP and DPSM | | |
| Meet with Bureau and discuss compliance and strategies to address gaps, particularly in relation to the enhanced protection of children, including adolescents. This should be done in conjunction with the analysis of the Global Needs Assessment. Share the Good Practices provided by Reps. & other accountable persons, as highlighted in Annex 2. | Partially | The regional analysis was shared with all Bureaux through the AHC (P) and her ExCom statement referred to child protection challenges. "Field practices" (as opposed to good practices) were compiled and shared widely within the organization. However, strategies to address gaps were not systematically developed and this should be a priority in 2010-2011. Enhanced partnership with UN agencies, NGOs and Governments should be pursued to assist the AGDM process at field level. |
| Provide technical follow up to individual countries, where requested. | Partially | Country offices were provided with technical guidance / training as requested. However, meeting the requests for financial assistance from Headquarters units could not be addressed, due to limited availability of financial resources. |
| Consider the provision of further staff training to address lack of capacity issues. | Partially | Two 'untangling the concepts' workshops held for HQ staff. In coordination with UNHCR's Global Learning Centre, an inter-active e-learning module is being developed in 2010 on AGDM concepts and approaches. The briefing for newly appointed representatives contains 'accountability' in its session. However, AGDM remains a weak component in the curricula. |

| | | |
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| Explore different incentive systems to accompany the framework. Currently, certain staff are placing considerable time to ensuring that AGDM becomes basic office practice and it is important that their efforts are rewarded appropriately. | Hardly | Discussions under way to explore how to reward teams that are performing exceptionally. There is currently an award for individual achievements relating to gender equality promotion and community services work but it is felt that this should be broadened out, more in line with the vision of the next phase of AGDM. |
| Improve accessibility to and submission procedures for individual frameworks | Fully | New simplified excel spreadsheet produced and emailed directly to all accountable persons. |
| Consider how to integrate regional office working into the framework for non advocacy based operations. | Fully | Decided that in view of limited resources and time to wait for wider revisions to framework in 2010. |
| Look at how monitoring of framework application can be integrated into the FOCUS software and other in-house initiatives and that accountability is expanded to other senior managers. | Partially | The Global Management Accountability Framework has integrated AGDM but its operationalisation will have to be monitored to ensure that it continues to integrate age, gender and diversity issues, with the aim that it should replace the Accountability Framework for AGDM. Work to enhance Focus will be taking place in 2010-2011 to ensure that it is more age, gender and diversity sensitive, particularly with regard to data disaggregation. The accountability framework for AGDM is to be expanded to all senior managers at HQ during 2010. |
| Ensure that the analysis is shared with all staff and made available to other stakeholders via the internet. | Fully | The 2008-2009 Global Analysis report was circulated to all staff and accessed via the UNHCR internet a total of 1684 times over the 10 month period up to April 2010, revealing the level of interest in knowing more and learning from this innovative methodology. This year's report should be featured in Spotlight to improve accessibility. |
| Develop a simple matrix in Word highlighting the accountability actions and send to all staff to ensure that they are able to follow up with the Representative and have a simple tool for ongoing monitoring of actions. | Fully | Staff were sent the matrix in an all staff email and it is contained as an annex in programme instructions. However, most spot checks participants said that they had not seen it. |
| Provide technical follow up to individual countries, where requested. | Fully | Technical support is provided on an ongoing basis when requested by the field. |
| Recommendations to senior managers at Headquarters | | |
| Incorporate AGDM accountability into new Performance Appraisal systems. | Not at all | Undergoing discussion as there are different opinions as to how to proceed. |
| Ensure ongoing leadership and follow up on accountability actions. Reviewing and addressing compliance of countries that require additional support was one of the weakest areas of action for Bureau Directors as was upward reporting on compliance for most other senior managers. This must be improved for 2008 (this recommendation was reiterated in 2009). | Partially | There has been an improvement in monitoring by Bureau Directors but there is still a gap in the development of strategies for addressing countries that are having difficulties with compliance. In addition, upward reporting of compliance for most other senior managers remains weak. It is critical that all managers share the Global Analysis and their individual submissions with their staff and provide the opportunity to discuss on-going progress on a regular basis. The framework should be shared with all staff at the beginning of the year and be used as a management tool for evaluating progress made throughout the year. |
| The question of fire walling funds for implementation of specific AGDM activities needs to be considered seriously. | Partially | High Commissioner has requested the organisation develop a set of concrete actions for 2010-2011, some of which include the mandatory commitment to funding (such as sanitary material provision). |
| Develop partnership with UN agencies, NGOs and Governments to assist operations at field level: experts would be seconded to UNHCR to help develop AGD sensitive projects bearing in mind the specific context and constraints in each location. | Hardly | Lack of engagement by partners is the fourth largest constraint facing UNHCR operations in their efforts to engage with AGDM. A rapid assessment tool, based on participatory assessment, is being developed by the Protection Cluster Working Group. |
| Recommendations to Donors and other stakeholders | | |
| Lack of resources and staffing hinders implementation of the Executive Committee conclusions that form the basis of the accountability framework. This is an issue that must be taken seriously. Lack of engagement by host governments and other partners also jeopardizes effective action. | Partially | Lack of resources, including staffing, and lack of partner engagement continue to be major constraints to implementation of Executive Committee Conclusions. |
| Use findings from the accountability frameworks, not only to hold UNHCR to account for its performance but also to provide the additional technical and financial support necessary to successful compliance with the framework's requirements. | Partially | UNHCR initiated the Global Needs Assessment to respond to donors' call to articulate the unmet needs of the operations. Some donors have been willing to earmark their funding to issues relating to women and children, for example, for issues related to Security Council Resolution 1325 and BID capacity building of UNHCR and partner staff. |

3.2 Recommendations for 2010-2011 Implementation

This analysis is an important step in encouraging organizational transparency and improving organizational learning with regards to age, gender and diversity issues. It has revealed areas where UNHCR is making important progress, as well as areas where significant work is needed. A number of recommendations can be pulled out from this report and from the submissions by Representatives and other accountable persons. Some of these have already been taken on board by UNHCR during discussions around the development of a new Policy and Action Plan for AGDM and targeted actions.

Addressing constraints to compliance:

| Constraint | Action | Responsibility/ Duty Bearers |
|--|---|---|
| Lack of Resources (staffing) cited by majority of staff | <ul style="list-style-type: none"> • Enhance understanding and capacity through learning at all levels of UNHCR, including integration of function-appropriate AGDM elements and accountability into all induction and other training modules. • Ensure that function-appropriate accountability for AGDM and AGDM skills are built into all job descriptions. This could take place at the same time as the Global Management Accountability Framework is integrated into job descriptions. • Explore options for ensuring that age, gender and diversity skills seen as core competencies of UNHCR staff. Currently the only requirement for such skills is found under the 'Values' box in the PAMS framework. However, these values are not rated and there is no obligation to comment on the existence of these skills. There is therefore potential for conflict and inconsistency with this Framework, which lays down minimum standards of office practice for UNHCR managers. As an interim measure, consider making it mandatory to include in the PAMS of all relevant functions a standard AGD-related objective. • Promote flexible and ongoing use of the PA tool and the multi-functional team in order to enhance access to persons of concern and partner engagement. Promote flexible and ongoing use of the PA tool and the multi-functional team in order to enhance access to persons of concern and partner engagement. This would involve adapting the tool to local circumstances and resources, as some countries are already doing with positive results. For example, using the tool to guide all interventions with persons of concern and for participatory monitoring and evaluation rather than as a one off resource intensive 'extractive' exercise solely for the COP exercise, without necessarily using to the process to empower all of those involved. | <p>Global Learning Centre</p> <p>DHRM, in consultation with senior management and relevant staff members</p> <p>DIP, Bureaux and DPSM</p> |
| Socio-Cultural Obstacles | <ul style="list-style-type: none"> • HQ to provide guidance on how to better address socio-cultural obstacles which impede full implementation of age, gender and diversity actions. • Explore options with partners in order to better address socio-cultural obstacles, through advocacy, education and support to the development of an enabling environment at government level. | <p>HQ Field Offices</p> |
| Lack of partner engagement | <ul style="list-style-type: none"> • Partners commit themselves to the implementation of AGDM as part of their ongoing work and cooperate fully with UNHCR in the context of humanitarian intervention in situations of human displacement. • UNHCR could ensure that age, gender and diversity concerns and analysis are integrated in all sub-agreements and memoranda of understanding. • Donors should encourage multi-partner working when | <p>ExCom members Implementing partners with follow up by relevant UNHCR Division/operation</p> |

| | | |
|------------------------------------|--|--------------------|
| | <p>making funds available, particularly with regard to the implementation of AGDM and targeted actions.</p> <ul style="list-style-type: none"> • Link with other agencies to ensure that there is a greater consistency in integrating age, gender and diversity approaches. For example, UNHCR could table a session at an Inter-Agency meeting to ensure that there is a common platform for moving forwards collectively and acknowledging that participatory assessment, the rights and community based approach and age, gender and diversity mainstreaming are the guiding principles for work. | UNHCR and partners |
| Lack of Financial Resources | <p>Ensure that where resources are expressed as a constraint to compliance by Representatives this taken into account in the Comprehensive Needs Assessment of the operation in question, and followed up on. Currently there is a risk that the Global Needs Assessment becomes an exercise whereby operations state a 'wish list' of activities that they know they will not be able to fund and there is no concrete implementation plan as the chance of follow up is minimal.</p> | Bureaux |

Addressing weaknesses in compliance:

The framework relies on its 'cascade' effect, whereby senior managers monitor framework completion. This monitoring was, once again, one of the weakest areas of compliance for senior managers. Internal reporting up the organizational hierarchy was also one of the actions least likely to be 'fully' complied with by senior staff at HQ. This will need to be addressed, 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. Implementation of the following recommendations will ensure that these weaknesses are addressed in 2010-2011.

| Weakness | Action | Responsibility |
|--|---|---|
| Accountability Framework used as a one off exercise rather than management tool | <p>Share accountability framework with all staff at the beginning of the year, discuss progress throughout the year, meet with the MFT to discuss filling in the form, disseminate the final version of the form to all staff and hold a final discussion to obtain staff's thoughts on the final version and how issues can be addressed in the following year.</p> | <p>Representatives</p> <p>Bureaux Directors to provide leadership</p> |
| Failure to develop strategies to address compliance gaps | <ul style="list-style-type: none"> • Each manager should ensure that they are briefed on progress on AGDM and that they, in turn, report on progress to their line managers. • Identify countries struggling to comply with accountability actions and develop actions to support them to enhance compliance rates, particularly in relation to the enhanced protection of children, including adolescents. This should be done in conjunction with the analysis of the Global Needs Assessment and prioritization exercise. • Monitor incorporation of age, gender and diversity analysis throughout the whole operational process. | <p>All senior managers</p> <p>Bureaux in coordination with DIP and DPSM</p> |
| Provision of leadership and oversight by Bureaux | <ul style="list-style-type: none"> • All Bureau strategic presentations to Standing Committee should refer to implementation of AGDM (in March 2009, only two Bureau presentations did so). • Monitor extent to which Focus is enabling integration of age, gender and diversity analysis throughout the management cycle and report back to DPSM where operations are experiencing difficulties in order that this can be addressed through software refinement or training. • AGDM accountability to be incorporated in Representatives' PAMS objectives so that it receives particular attention by each Representative. | <p>Bureaux</p> <p>DHRM and Bureaux</p> |

| | | |
|--|--|--|
| <p>AGDM, MFT and PA 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.</p> | <ul style="list-style-type: none"> • Ensure that AGDM is on the agenda for each main step of the planning year as detailed in the Calendar for Reporting, Implementation and Planning, and notably: Annual Statistical Report, Country Report and Summary Protection Assessment. • Ensure greater understanding of the benefits of and need to integrate AGDM throughout the day to day work of staff. • The narrative parts of the framework show that ‘age, gender and diversity’ is still seen by many as being synonymous with ‘women and children’. A deeper understanding of the implications of gender and diversity roles appears to still be missing. The accountability framework should be revised to incorporate explicit accountability actions for older persons and persons with disabilities as UNHCR has an existing policy for the former and a proposed ExCom conclusion on the latter. Further work is needed on developing organisational policies for other ‘diversity’ groups as well as on developing greater understanding of the political implications of ‘gender’ so that it is seen as more than ‘women’. • Awareness training with staff is needed to improve the design of UNHCR’s responses to older persons and persons with disabilities in the areas of protection, shelter, non-food items, education, health and solutions. • Ensure PA used by country offices in a manner that prioritises transparency around planning and resource availability. E.g. through sharing examples from countries that engage in ongoing, regular, locally adapted PA and where expectations are addressed as and when they arise, leading to enhanced dialogue, understanding and impact (see Annex 2, Good Practice examples). • Explore different incentive systems to accompany the framework. Currently, certain staff are placing considerable time to ensuring that AGDM becomes basic office practice and it is important that their efforts are rewarded appropriately. • Look at how monitoring of framework application can be integrated into the Focus software and other in-house initiatives. • Expand AGDM accountability framework to all Directors at HQ, regional and sub-offices, senior staff. • Ensure systematic briefing of new senior managers as part of their induction to ensure that they are aware of their accountabilities with regard to AGDM and systematic de-briefing and completion of accountability framework by departing senior managers. | <p>Senior managers</p> <p>Bureaux Directors with DIP and DPSM</p> <p>DIP</p> <p>DIP and DHRM</p> |
| <p>Engagement of donors and other stakeholders in the accountability framework</p> | <ul style="list-style-type: none"> • Use the accountability framework, not only to hold UNHCR to account for its performance but also to provide the additional technical and financial support necessary to successful compliance with the framework’s requirements. | <p>Donors and other stakeholders</p> |

3.3 Concluding Note

2009 was a year of significant change in UNHCR’s organisational environment and it is going to be critical in 2010 to ensure that the new organisational modalities are able to integrate age, gender and diversity concerns and ensure accountability for implementation of organisational commitments to AGDM. It is also going to be a year for addressing gaps in compliance, particularly at HQ, in order to enhance UNHCR’s impact in its delivery of equitable outcomes for all persons of concern.

Part 4: Annexes

Annex 1 Details of submissions by Representatives: Compliance, Good Leadership practice, Examples of impact and Spot Check findings

Annex 1.1 Compliance in Non advocacy based Operations

The main text summarised compliance in non advocacy based operations and provided detail for advocacy based operations who have fewer accountability actions. This section provides the detail for non advocacy based operations.

Actions that were most successfully complied with by participating Representatives in 2009-2010

AGDM

- *Leadership of the annual participatory assessment exercise:*
50% of Representatives reported having 'fully' complied with this action. This is down from 55% 'fully' complied with in 2008-2009 and 58% in 2007-2008.
- *Ensuring that participatory assessment outcomes are reflected in budgeting and planning:*
44% 'fully' complied with. This compares with 48% 'fully' complied with in 2008-2009 and 51% in 2007-2008. It would appear from the spot checks that countries are still not citing lack of resources in the unmet needs section of the COP. Lack of integration of participatory findings into budgeting and planning will only lead to continued frustration by persons of concern who already feel that participatory assessment raises their expectations. The participatory prioritization and feedback elements of the participatory assessment process are designed to ensure that UNHCR, partners and persons of concern can identify needs based on a clear understanding of availability of financial resources, as well as on the capacities of persons of concern themselves.

Protection of Women and Girls

- *Individual registration of women of concern and provision of documentation:*
46% 'fully' complied with. This is up from 39% 'fully' complied with in 2008-2009, although still lower than the 51% reported in 2007-2008. UNHCR's Global Strategic Priority target for 2010-2011 is that 55% of refugees and asylum seekers in camps and 47% in urban areas have individual identity documents. It would therefore appear that this target could be met in 2010 if additional effort is made.
- *Follow up on women at risk:*
41% 'fully' complied with. This compares with 67% fully complied with in 2008-2009 and 70% in 2007-2008.

These figures show a decline in fulfillment of accountability actions, even for those actions which are receiving the highest ranking. This reveals that much work remains to be done, even in the areas listed above. It is also important to highlight that once again actions relating to the enhanced protection of children, including adolescents, do not feature as actions most likely to be fully complied with. It is the first year that actions for the enhanced protection of persons at risk of/ affected by SGBV do not feature in this section.

Again, one must note that the introduction of a 'mostly' category may have had an impact on results. However, the focus must be on full completion of these minimum standards and not on 'mostly'. Therefore it is the results of actions reported as being 'fully' complied with that are listed here.

Actions 'fully' complied with by 31% to 40%¹⁴ of Representatives:

AGDM

- *Ensuring that participatory assessment outcomes are reflected in budgeting and planning:*
40% 'fully' complied with. This compares with 48% 'fully' complied with in 2008-2009 and 51% in 2007-2008. It would appear from the spot checks that countries are still not citing lack of resources in the unmet needs section of the COP. Lack of integration of participatory findings into budgeting and planning will only lead to continued frustration by persons of concern who already feel that participatory assessment raises their expectations. The participatory prioritization and feedback elements of the participatory assessment process are designed to ensure that UNHCR, partners and persons of concern can identify needs based on a clear understanding of availability of financial resources, as well as on the capacities of persons of concern themselves.
- *Advocacy with Government and relevant legal institutions for the prioritization of age, gender and diversity perspectives into all aspects of asylum law and/or practice:*

¹⁴ The percentages given are based on a division of achievement into three groups: highest, medium and low.

37% 'fully' complied with. This compares with 59% 'fully' complied with in 2008-2009 and 60% in 2007-2008.

- *Availability and analysis of age and sex disaggregated data as a basis to the development of targeted action:*

39% 'fully' complied with. This compares with 59% 'fully' complied with in both previous years' exercises. It is important to note that control over data collection may be outside of UNHCR control and in countries where there are good data collection systems in place, Representatives are more likely to be able to tick 'fully' complied with than in countries where such systems are not in place.

SGBV Prevention and Response

- *Ensuring Standard Operating Procedures for SGBV response and prevention:*

40% 'fully' complied with. This compares with 68% 'fully' complied with in 2008-2009 and 53% in 2007-2008. This finding should be considered in the light of UNHCR's Global Strategic Priority target of '88% of SGBV survivors receiving support' and 'significant improvement in prevention and response to SGBV by 22 operations where SGBV is recognized as a problem in the community'.

Protection of Women and Girls

- *Representation of women in people of concern's management and decision making structures*

36% 'fully' complied with. This is down from 48% in 2008-2009 but up from 45% in 2007-2008. This data should be read in the light of UNHCR's 2010-2011 Global Strategic Priority target of 'at least 40 of these camps, management structures have 50% active female participation'.

Protection of children, including adolescents

- *Increasing primary school enrolment by 10%, with gender parity:*

35% 'fully' complied with. This is down from 44% 'fully' complied with in 2008-2009 and from 43% in 2007-2008. In some countries, universal primary education exists so this action was not relevant. It is therefore important to note that some Representatives may be able to tick 'fully' due to effective existing government systems being in place whereas others may be working in contexts where systems are much weaker. This cannot be taken as a strict reflection of performance. However, again it would appear that there is a way to go before UNHCR can achieve its Global Strategic Priority target of '% of children aged 6-11 not enrolled in primary schools in camps is reduced to 21% and in urban areas to 32%, with special attention to gender parity.

- *Ensuring 100% birth registration and documentation:*

35% 'fully' complied with. This is down from 41% 'fully' complied with in 2008-2009 and from 49% in 2007-2008. It is worth noting that compliance with this action is not solely attributable to UNHCR's efforts as significant efforts may be expended without necessarily being able to fully comply with this action. In some operations, government systems may be in place ensuring that the action is fully complied with without significant effort from UNHCR. However, this figure shows that UNHCR remains far from meeting its 2010-2011 Global Strategic Priority target of 65% of newborn refugees in camps and 55% in urban areas are issued with birth certificates.

SGBV Prevention and Response

- *Analysis and collection of SGBV statistics:*

31% 'fully' complied with. This is down from 60% 'fully' complied with in 2008-2009 but up from 43% in 2007-2008.

Actions fully complied with by less than 30% of Representatives:

AGDM

- *Providing feedback to persons of concern regarding implementation of results from previous participatory assessments.*

30% 'fully' complied with. There is no Global Strategic Priority relating to feedback to persons of concern and this question was not directly posed in previous years' accountability frameworks. The spot-checks conducted for this report indicates that this feedback element remains weak, despite the relatively high ranking of 'fully' or 'mostly' complied with.

- *Leadership of the Multi-functional Team, central to achieving AGDM: 24% 'fully' complied with. This is down from 47% fully complied with in 2008-2009, which was up from 41% in 2007-2008. There is no longer a performance target for this action. In 2007 the target was 100% of operations should fully comply with this action. It is worth noting again this year that there appears for several Representatives (and for some staff members consulted in the spot checks) to be some confusion around the specific purpose of the MFT, with many seeing it as existing primarily for the purposes of conducting participatory assessment. This needs to be clarified by DIP.*

Protection of children, including adolescents

- *Targeted action for adolescent girls and boys to ensure that their specific needs are addressed:*

24% 'fully' complied with. This is down from 36% 'fully' complied with in 2008-2009 and from 41% in 2007-2008. This accountability action needs substantial attention in light of UNHCR's 2010-2011

Global Strategic Priority target of 'the % of out of school refugee adolescents between 12 and 17 years of age in camps or in urban areas who do not participate in targeted programmes is reduced to 60%'.

- *Implementation of the UNHCR Best Interests Determination (BID) guidelines:*
19% 'fully' complied with. This is down from 31% in 2008-2009 and from 33% in 2007-2008. It is important to note that there was a performance target of 100% of operations having implemented BID guidelines by the end of 2007. This was not achieved and a new Global Strategic Priority target of 'the % of unaccompanied and separated refugee children who have not undergone a BID decreased to 63%' was developed. With concerted effort it may be possible for UNHCR to reach this target in the light of the above accountability framework finding.

SGBV Prevention and Response

- *Meeting with Government and other partners to ensure effective responses in the areas of Sexual Exploitation and Abuse including access to legal justice, security, health and psycho social care and training on the Secretary General's Bulletin.*
This was 21% 'fully' complied with. This is down from 49% 'fully' complied with in 2008-2009 and from 43% in 2007-2008.

It is worth noting that this year, the new format did not oblige Representatives to provide examples where they ticked 'fully' completed. As a result, many Representatives failed to give examples. This important cross-check element was therefore missing. Next year greater emphasis will be need to be given in the instructions to ensuring that examples are given. but the examples given are open to challenge. In other cases, Representatives felt that certain actions, such as SGBV prevention and response, could not be ticked 'fully' complied with as there was such a long way to go to ensuring that all the process requirements were adequately met. This once again highlights the subjective nature of this kind of reporting and indicates the importance of triangulation of findings through follow-up of the completed frameworks by Bureaux and through other internal and external evaluation mechanisms.

Annex 1.2. Good Leadership Practice: Representatives in all operations (both advocacy and non advocacy based)

Representatives were requested to provide examples of good practice and good leadership practice. A long and, in some cases, inspiring list of examples of good practice was provided. They are worthy of significant attention and therefore a selection of the best examples have been compiled and published in a separate document¹⁵.

The majority of respondents focused on good practice for their office as a whole rather than on examples of good leadership practice¹⁶. The table below pulls out the few examples of good leadership practice that were given. While some of these should be standard practice, they are often not. The examples given highlight pro-active action taken by individual Representatives and it is hoped that they will inspire others to follow suit.

| Accountability Target | Action 2009-2010 |
|---|--|
| Age, Gender and Diversity Mainstreaming | <ul style="list-style-type: none"> -Representative called a meeting with all staff to discuss the accountability framework and requested team to provide inputs (Regional Office Washington) - All staff requested to track how AGDM principles inform and guide their objectives, activities, and results (Canada) - Application of AGDM principles across all areas of work: successful lobbying for inclusion of AGDM language and principles into asylum legislation; extensive programme of training on gender persecution, child specific persecution, gender and age sensitive interviewing techniques, intercultural communication; promotion of participatory assessments to prevent conflict and improve reception and protection standards (Italy) - Quarterly meetings of MFT, including several UNHCR units, IPs and government counterparts held and attended by Representative (Serbia) -Regional Representative (Brussels): organised an AGDM stocktaking meeting to focus on AGDM and discuss new initiatives - Leading regular MFT meetings to refine protection and programme delivery, ensuring full integration of AGDM and full leadership of PA. Personal lobbying of govt to delay approval of legislation until better reflection of protection of different groups of persons of concern (Mauritania). - PA's findings shared with refugee community leaders as well as participants, UN agencies (Cameroon). - To ensure feedback to persons of concern, Representative meets monthly with camp representatives reporting on issues raised by boys, girls, women and men from diverse backgrounds and consequent follow up (Malawi) - MFT includes male and female members from refugee community and office continuously engages these in transparent manner ensuring prioritisation conducted jointly on the basis of clearly explained limitations. PA reports translated into local languages and distributed to community. Representative takes an active role in monitoring use of PA in planning cycle and functioning of MFT (Mozambique) - Senior management participation in Pas has ensured partners and other stakeholders take process seriously and ensures full compliance in programme planning and review (Sierra Leone) - Regional Office played catalytic and leadership role on AGDM through shaping and influencing those who work more directly with affected populations (through annual regional NGO consultations, through Protection Cluster), even when own resources to reach grassroots limited (Australia). - Request that all Field Offices complete the accountability framework reports, which they did (Uganda) |

¹⁵ DIP Pillar 2/CDGECS 'AGDM Field Practices 2010'.

¹⁶ In next year's exercise, it will be useful to provide a separate box for examples of good leadership practice as the current format appears to prioritise the giving of more general examples of office practice.

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|---|---|
| | <ul style="list-style-type: none"> - Ongoing leadership for AGDM issues including bringing partners and team together to ensure funding opportunities available for refugee women centre and refugee community workers network (Morocco). - Representative set participation in the AGDM/PA process as an improvement objective for all staff which was seen by staff to be an important motivation mechanism (Belarus). - In the absence of community services staff, the Representative has promoted an internal community services committee. In addition he has ensured that all staff disaggregate data, wherever possible, and that AGDM concerns are mainstreamed into the work of all staff, as part of the day to day functioning of the office (Costa Rica). |
| Enhanced protection of women and girls | <ul style="list-style-type: none"> - Representative ensures adherence to observation of the HC's 5 Commitments to Women and reminds refugee communities of need to empower women through 50% representation and participation in all leadership committees and ensure that 50% women actively participate in food distribution efforts that look out for the needs of women, children and vulnerable persons in the community (Zambia) - Representative has articulated UNHCR's position re gender based persecution with the Inter-Ministerial Commission (deal with decisions on asylum requests) and initiated a review of office's strategy to enhance effectiveness (Spain). |
| Enhanced protection of children, including adolescents | <ul style="list-style-type: none"> - Representative led process for ensuring birth registration (Namibia) - Regional Representative (Brussels) highlighted need for special protective measures for unaccompanied children in the Calais region following police intervention. - Rep relayed concerns re unaccompanied children and trafficking victims to Ombudsman and directly engaged with authorities responsible. Also ensured issues central during Director and HC's mission to Spain. |
| SGBV | <ul style="list-style-type: none"> - Representative ensuring refresher training on code of conduct and SG Bulletin with staff and partners (Sierra Leone) - Representative met with SGBV committee and women representatives separately during the year and ensured ways forward identified followed up on, including gap in distribution of sanitary pads which was addressed immediately with strong message to staff that this should not happen again (Mozambique) |

Annex 1.3. Examples of impact further to AGDM implementation

The application of AGDM has led to concrete examples of improved performance by UNHCR and enhanced protection of persons of concern. Some examples are highlighted in the table below.

| Accountability Target | Direct Impact on Protection of Persons of Concern | Direct Impact on UNHCR and IP operations |
|--|--|--|
| Age, Gender and Diversity Mainstreaming | <ul style="list-style-type: none"> - Based on PA results, a Tolerance and Cultural Diversity project designed to promote refugee integration based on their needs. Priority needs identified resulting in shelter for 60 families, 20 micro-credits, employment, health assistance, psycho-social assistance and language/vocational training (Armenia) - Provision of counselling and guidance to LGBT refugees and asylum seekers (Turkey) - PA assisted MFT in identification of and action for persons requiring immediate and specific attention: food packages, reconstruction of homes, advocacy with authorities (BiH) - Quarterly meetings of MFT, including 5 UN agencies, govt and NGO partners, led to projects to provide accommodation for unaccompanied and separated minors, support to women and elderly returnees and asylum seekers (Croatia). - increased awareness of decision makers and first instance port of entry officers to particular vulnerabilities of asylum seekers leading to better protection of women, children, elderly, those with disabilities including mental health concerns (Canada) - PA enabled access to the community in order to develop other direct intervention activities (Venezuela) - Adoption of national refugee laws in Gambia and Guinee Bissau due to UNHCR advocacy (RR Dakar) - High involvement of community stakeholders in PA led strengthened commitment, ownership and sustainability of projects (water wells, latrines, shelter, food processing machines etc. (Sierra Leone) - Gender parity in refugee management structures and in provision of micro credit and support for economic empowerment (Sierra Leone) - Access to a Social Protection Fund which strengthens ability of communities to help themselves (Malaysia) - Community counselling, support and rehabilitation services for women developed to address substance abuse issues raised in PA (Nepal) - Land for agriculture identified as important need in subsequent PAs and office now working with government to ensure refugees in camp have access to land for agriculture. This had not been identified prior to PAs (Mozambique) | <ul style="list-style-type: none"> - All projects relating to refugees from Iraq and Azerbaijan planned, designed, implemented and monitored with full participation of individual refugees and refugee led NGOs (Armenia) - Change in operational culture in terms of individual discussions with men, women, girls and boys. PA is an indispensable planning tool (Kosovo) - Age and sex disaggregated data now available for each population group. This has led to improved targeting of activities and an improvement in quality of sub-agreements as monitoring based on age/gender indicators (Kosovo) - Influencing cluster groups to integrate AGDM and PA into all work (Afghanistan) - AGDM now directly integrated into daily work of UNHCR and IPs. Disaggregated data included in sub-agreements, reports, FOCUS and SIRs. - 'The approach has been an obvious, inherent, indispensable part of our day to day work' (Cyprus) - AGDM framework provides umbrella and support for all principle areas of work (Canada) - All office units part of function MFT, with regular meetings with person of concern. PA and MFT observations used in prioritisation for 2010 budget and projects submitted checked to ensure RBA (Jordan). - Protection gaps retained as priority during FOCUS planning and formulation of 2010 projects (Cameroon) - MFT has gender balance and persons of concern have access to both male and female staff (Chad) - Extensive, comprehensive PA adapted to local conditions/ active engagement of persons of concern leading to identification of and follow up on protection gaps (good examples include Kenya, Ghana, Dem. Rep. Congo, RO Pretoria, Sudan, Sierra Leone, Morocco, Venezuela, Iran, Kyrgyz Republic, Nepal, Papua New Guinea) |

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| | | <ul style="list-style-type: none"> - Country Operations Plan based on data disaggregated by age and sex, vulnerability lists refer to specific needs of refugees in relation to food needs, drug and supplementary nutrition needs of chronically ill patients, those with disabilities, the elderly without family support and others. Sub-agreements have included gender, age and diversity sensitive information in project descriptions (Zambia). - Specific needs of highly diversified groups and AGDM/PA principles mainstreamed into projects, including shelter, livelihoods, NFI, emergency response, legal services, and human rights field monitoring projects (Afghanistan) - tracking of training participants by sex, country of origin and occupation (Japan) - Focus group discussions are regular part of work of Protection, Field, Community services staff and integral to 2010 planning process (Myanmar) - Annual publication of 'Being a Refugee', based on participatory assessments, and study on refugee homelessness (RR Budapest). |
| <p>Enhanced protection of women and girls</p> | <ul style="list-style-type: none"> - Close monitoring of gender-related persecution led to positive outcomes in decisions made and treatment of persons of concern (Germany) - Active lobbying on gender and SGBV resulted in effective partnership working and development of effective campaigns against domestic violence and helped create conditions for adoption of the law on protection from family violence (Montenegro). - Proportion of women at risk involved in government's resettlement programme increased from 10% to 15-17% (UK) - Continuous advocacy and technical support by UNHCR led to gender and age relevant revisions to law, provision of baby sitting and transport to enable women's attendance at language for integration classes, provision of employment and further education for women (Cyprus) - Vocational training and employment opportunities for groups of women identified (TfYR Macedonia) - Women at risk identified through Heightened Risk Assessment tool and provided with support (Bangladesh) - Women at Risk identified and provided with livelihood assistance and vocational training to become self-reliant (Sri Lanka) | <ul style="list-style-type: none"> - observation of women's failure to participate in focus group discussions led to active follow up of women through home visits (Rep. of Moldova) - identification of code of conduct cases and active follow up (Bangladesh) - Women's empowerment and SGBV given top priority in all phases of protection and programme planning, with full involvement of women's groups and leadership (China) <p>The treatment and protection of children and those suffering from gender-based persecution central to Office's protection strategy, as demonstrated in FOCUS submission (Spain)</p> |
| <p>Enhanced protection of children, including adolescents</p> | <ul style="list-style-type: none"> - Sustained advocacy led to improvements in legislation for and treatment of child asylum seekers (Germany) - Increase in primary school enrolment of children of concern, from 60% in 2007-08 to 97% in 2009-2010, with gender parity (TfYR Macedonia) - Funding of primary education for all asylum seeking and refugee children (Algeria) - Provision of foster families for unaccompanied children further to UNHCR community mobilisation (Djibouti) - Budget for recreational activities, educational purposes and other targeted actions for children increased following PA (Morocco) - Targeted actions identified in PA with boys and girls have ensured gender parity in school enrolment and improved school retention and enrolment (Zambia) - Refugee families receive educational allowance to enable their attendance at school (Korea, Nepal) - Community Based Childcare Centre set up further to UNHCR advocacy. In 5 months, 4 refugee girls accommodated and 3 found a durable solution (Nepal) - Vocational training provided for adolescents further to PA (Sri | <ul style="list-style-type: none"> - Protection and Community Services strengthened joint interventions for child protection cases (Lebanon) - Efforts been made to include boys' and girls' need, as raised in participatory assessment findings, in planning for 2009/2010 (Zambia) |

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| | Lanka) - Mobilisation of youth in the development of a strategy for the integration of migrant and refugee youth (Costa Rica) | |
| SGBV | - PA revealed underreporting and led to setting up of a confidential hotline with medical attention, safe shelter, basic assistance, vocational training and income-generation opportunities made available (TFYR Macedonia) -3,496 persons benefited from psycho-social counselling and information regarding SGBV services (Georgia). - reduced incidence of reported SGBV further to refresher training and sensitisation sessions on SGBV, Code of Conduct and SG Bulletin for staff, partners and refugees (Sierra Leone). - 'Fatherhood' project has promoted self awareness among men and the impacts of exposure to violence (Sudan) - 23 refugees benefited from SGBV training, 104 community mediators trained to provide justice as per national and international law and survivors benefited from legal assistance (Nepal) - IDPs, returnees and host communities benefited from SGBV training (Sri Lanka) | - Enhanced coordination and follow up by office: SGBV panel representing different units meeting weekly to discuss cases and follow up (Jordan) - Monthly SGBV report with disaggregated data highlights action taken with individuals and ensures follow up (Chad) - UNHCR provides partners with expertise on SGBV SOPs (Nepal) - Prioritisation of money to continue to train refugees, government officials, local authorities and populations on SGBV issues (Turkmenistan) |
| Other groups with specific needs | - Hundreds of Afghan girls, women, boys, men, elderly persons, drug-addicted persons, persons with special medical needs, survivors of severe violence or torture, and persons with physical or mental challenges benefited from targeted actions (Afghanistan). - Support to persons with post traumatic stress disorder: Joint evaluation of post traumatic stress disorder by Federal Office and UNHCR, first results include increased number of cases where federal office involved opinion of trauma experts (Germany). -10% of funds allocated to income generation and micro credit are earmarked for persons of concern with specific vulnerabilities (elderly persons, disabilities, mental health issues) and as a result these individuals have become self reliant, contributed to local development and have heightened self-esteem (Morocco) | Organisation of round-tables on mental health issues to raise awareness (Canada) |

Annex 1.4 Confidential Spot Checks

Due to the subjective nature of the accountability framework, it is critical to ensure that findings are triangulated. In addition to follow up by line managers and cross referencing with sources such as Standards and Indicators and Country Operations Plans random confidential spot-checks are conducted on an annual basis to ensure the transparency and authenticity of the exercise. Ten random countries were selected from the different regions, representing both advocacy and non advocacy based operations. Different members of staff representing different functions were also selected at random. Confidential, non-attributable telephone interviews were then conducted with these staff members.

Findings from the spot checks were revealing. Representatives had requested in an all staff email from the AHC (P) to share the accountability framework with their team and to take a multi-functional team approach to its completion. Instead, as in previous years, it would appear that Representatives made more ad hoc requests for information from either one or various staff members in order to complete the framework. In contrast to previous years, all staff had heard of the accountability framework and all but two had seen either a draft copy or the final version. In only two cases out of the ten was the multi-functional team gathered to discuss the framework and this was in the two countries where there was a community services officer. It is important to note that all Representatives in the spot check countries did complete the forms themselves rather than requesting staff members to. This shows an acceptance of the personal accountability nature of the exercise and is a positive indication. Seven out of the ten interviewees had seen the final version of the framework, which is a positive development compared with the two out of eight staff members from last year's spot check exercise.

However, it is clear from the above that there remains a need for better engagement in the process by the whole multi-functional team, and the office as a whole. While the Representative has accountability for ensuring compliance with their personal actions, the whole office has responsibility for ensuring that mainstreaming happens. It is therefore

strongly recommended that Representatives share the framework with all staff at the beginning of the year and use it as a working management tool, coming back to it at regular intervals and evaluating progress. DIP has developed a summary matrix of accountability actions, available on the intranet, and this should be printed out and used by all staff members as a reminder of the organisation's AGDM priority actions. The instructions for the accountability framework could also be clearer in their reference to the use of the framework as an ongoing management tool. Finally, there needs to be further work on integrating monitoring of framework application into the Focus software.

The cross-checking of data confirmed the Representatives' submissions in all ten operations. The validity of this finding is supported by the fact that most interviewees had no advance notice of the phone call so they did not have the time to get hold of the accountability framework and to simply repeat what the Representative had put¹⁷. It is worth noting that it would appear that participatory assessment in particular has taken root in all ten operations. In some, it was used in a flexible and ongoing manner. In others it was used as a one-off exercise. In all it appeared that PA findings did feed into the planning process.

All spot check participants but one felt that the accountability framework has helped ensure AGDM. The one respondent who did not answer in the affirmative felt that the Representative would have been focusing on AGDM regardless. The reasons given by the others were that it is a useful tool for enhancing the Representative's involvement in AGDM, for increasing the engagement of different staff functions, for reflecting on the year's achievements and bottlenecks, for improving and prioritizing action and for giving age, gender and other diversity issues a greater prominence. Six out of the ten cross check interviewees stated that their Representatives were very strong AGDM leaders, demonstrating strong personal commitment, leadership, follow up and guidance. The others stated that their Representatives were involved and interested in AGDM, all providing examples to this effect¹⁸.

¹⁷ Also interviewees were asked open ended questions, such as, 'please tell me about how you provide feedback from the participatory assessment and planning exercise to persons of concern'. No reference was made to how the Representative had scored his/her own performance. This was to ensure that interviewees did not feel that they had to confirm/ contradict a statement by their Representative.

¹⁸ The spot-checks also provided some important learning about the use of participatory assessment in the field and this information has been fed back to DIP.

Annex 2 Examples of Good Practice by Bureau Directors

Examples of good leadership practice given by Bureau Directors are cited below:

Mission visits

- Review of AGDM compliance and attainment of results during all missions
- Lack of progress in identifying and addressing protection needs of women and girls was noted during one mission and this led to a strong request for more focused attention from the multi functional team

Follow up with Representatives and other Bureau Staff

- Ensuring AGDM perspective in all project submissions and reports to the European Commission.
- Identified gaps were included in the GNA further to specific request from Bureau Director and discussion at the Representatives' meeting.
- Bureau Director reminded all Representatives at the Representatives' meeting that AGDM is UNHCR's way of doing things, and defines how the organisation should act, behave and implement activities.
- Prioritisation given to using participatory assessment throughout the COP process, annual review, mid term review, preparation for the following year during Representatives' meeting, sub-regional meetings and Bureau Director's missions.
- AGDM lens used to review all COPs and a commitment given to ensuring that this lens is used throughout the management cycle.
- Close monitoring of the whole range of AGDM-based priorities in the planning and resource allocation process and where gaps identified follow up to ensure inclusion at the GNA and IBT level.
- Development of 'Protected elements' at IBT level for 2011 Planning to ensure that resources are available for primary school enrolment and retention with gender parity, provision of sanitary materials, psychosocial response and care and a number of other priorities.
- Most Offices have continued capacity building and advocacy especially with NGO partners to promote AGDM in program planning, implementation and evaluation where feasible.
- Bureau staff are required to systematically look into AGDM compliance when on mission in the field, including protection of women, SGBV, and child protection.
- Senior desk officers were requested to follow up on AGDM as an integral part of their activities.
- AGDM was incorporated into the PAMS of some Senior Desk Officers and discussed during the evaluation period.
- Regular feedback has been provided to the Senior Regional Community Services Officer to ensure that the results of the accountability framework are built into her work plan.
- Give close attention to asserting, exercising and visibly demonstrating leadership responsibilities with regard to AGDM and targeted actions.
- Review and insist on seeing AGDM priorities reflected in all submissions during the planning process
- Ensure that priorities are entrenched in finalisation of all project submissions i.e. in the detailed project definitions
- When reviewing performance, whether during the course of HQs-based reviews such as during the mid-term review or in the course of missions, demonstrate personal interest and concern, ask tough questions while also applauding examples of excellence and due diligence. Demonstration of the same personal interest, concern and insistence across all cycles of institutional reporting, whether to EXCOM, donors, partners or any other stakeholders.

Follow up with other parts of UNHCR

- One Bureau invited CDGECS to brief staff on AGDM framework findings in order to highlight areas for follow up.[]

Compliance with accountability actions relating to the enhanced protection of children

- Ensuring that the protection of unaccompanied and separated children, notably in the context of the "Afghans on the move", will include Best Interest Determination, e.g. in return agreements with countries in Europe.
- Encouragement of Bureau to take a number of initiatives regarding unaccompanied children - those applying for asylum, especially Afghans, as well as those who do not. The Bureau has energized a cross-region process within UNHCR to address this issue, forged new ties with UNICEF, spearheaded a UNHCR research project, and worked with Save the Children on the Separated Children in Europe policy guidelines.

Compliance with accountability actions relating to SGBV

- Ensuring SOPs for SGBV prevention and response are applied in non-advocacy based operations.

Fundraising for implementation of participatory assessment findings

- During fundraising from the European Commission, SGBV issues highlighted and funds raised.

Annex 3 Examples of Good Practice by Other Senior Managers¹⁹

Director of DIP

- Both Deputies attended AGDM 'untangling the concepts' workshop, which set a positive example of DIP senior management's involvement with and commitment to the AGDM process.
- In July 2009, DIP organised a workshop with CEDAW members to discuss the protection of women and girls. This was a groundbreaking event, which mapped out future cooperation between CEDAW and UNHCR, which can serve as a precedent for cooperation with other human rights bodies.
- All staff in DIP required to include an AGDM related objective in their PAMS.
- Director's own objectives include moving AGDM into its next phase and developing the concept of diversity further.
- Disability and birth registration put on ExCom agenda to ensure that an Executive Committee conclusion is developed for both topics.
- Commitment to ensuring that all DIP Heads of Section work on the next phase of AGDM together.
- Playing a catalyst role in ensuring that UNHCR is seen to be and is 'an agent of social change'.
- When meets protection staff in field, asks them about AGDM in order to gain their feedback.

Director of DPSM²⁰

- SIR analysis with an AGD lens is a well-entrenched DOS practice, and is continuing in DPSM.
- Director revised DPSM accountability framework in light of structural changes and has integrated the framework into DPSM's Terms of Reference, in consultation with all DPSM staff.

Director of DER²¹

- Close follow up with senior management on placing of large private sector sanitary material donation.
- Ongoing development of a new strategy to ensure closer linkages between fundraising, organisational commitments to AGDM and needs of country operations and of specific groups of persons of concern.

Director Emergency Supply Management

- Ensuring that the terms of reference of one member of the Emergency Preparedness Response team include ensuring that participatory assessment and age, gender and diversity concerns are integrated into emergency response, including into toolkits and training.
- Requested survey of most recurring incidents that affect the security of persons of concern to UNHCR, which concluded that gender related incidents, and those affecting the elderly were the most frequent threats to security. A toolkit is thus being developed to ensure that these security threats are addressed during emergency situations.

Assistant High Commissioner (Operations)²²

- During annual programme review special attention paid to ensuring age, gender and diversity concerns reflected in programme submissions and in the way bureau reviews programmes.
- Ensures a discussion on health and education issues during all missions.
- Follow up made with Bureau Directors who were late in submitting their accountability frameworks.
- Enabled functional divisions, including DIP, to provide substantive input at country programme reviews to ensure that issues such as AGDM are integrated and adequately resourced.

Assistant High Commissioner (Protection)

- Supervisory role of the accountability framework and ensuring wide exposure of AGD issues including through the organization of a briefing session during the 2009 Standing Committee.
- Ensuring the HC Dialogue provided a forum to discuss the specific problems of women and children including on issues linked to SGBV with the view to identifying initiatives for solutions in the context of the implementation of the urban refugee policy.
- Missions, where relevant, have always involved direct discussions with women and families and youth to ensure their views are fully incorporated in recommendations arising from such mission.
- Appointing a focal point for unaccompanied minors to monitor activities being undertaken globally.
- Other initiatives were undertaken in the context of 'Women Leading Livelihoods' to strengthen livelihoods for women and raise advocacy regarding the inter-linkages between women's participation, access to livelihoods and sexual and gender based violence. These include Chairing the WLL Steering Committee.

High Commissioner

- The EO endeavoured to ensure that sufficient support provided to ODM, DPSM, DPIS and others to integrate RBM in UNHCR's planning and evaluative processes.

¹⁹ The Deputy High Commissioner was exempt from this year's exercise as only came into post in February 2010.

²⁰ The Director of DPSM was only in post for 6 months at the time of completion of the accountability framework.

²¹ The Director of DER was only in post for 6 months at the time of completion of the accountability framework.

²² The AHC (O) was only in post for 7 months at time of completion of the accountability framework.

Annex 4 Accountability Framework for AGDM and Targeted Action to Promote the Rights of Discriminated Groups- Explanatory Narrative

Background

This accountability framework arises out of:

- Findings of the three publicly disseminated independent evaluations of UNHCR's work with refugee women, refugee children and community services. The evaluations placed lack of institutional accountability high on the list of concerns.
- The resulting 'Increasing Accountability for Age and Gender Mainstreaming' consultancy report, disseminated in 2005.
- The 2005 evaluation of the age and gender mainstreaming pilot project, which found that while the leadership by Representatives of Multi-Functional Teams was a significant step towards improved accountability, much remains to be done, particularly at Headquarters' level.
- A desk review of accountability mechanisms of different agencies as well as of other texts.
- Extensive consultations with UNHCR staff at Headquarters and consultations with Representatives of proposed pilot countries.
- Piloting, evaluation and revision of the draft framework with 20 Representatives and all accountable persons at Headquarters.
- Price Waterhouse Cooper's Risk Assessment Study for UNHCR revealed that the culture of non accountability is in the top three greatest threats to UNHCR's work.
- The High Commissioner has placed gender equality and accountability high on his agenda.
- Staff are feeling overwhelmed with a sense of a plethora of new initiatives, excess reporting and budget constraints. The need to prioritise action is important.
- The framework has been developed with great sensitivity to this context. As a result, the framework builds only on existing commitments, ensuring that there is no duplication of reporting work already in place. Instead, there is a consolidation and systematisation into one simple framework, which is rapid to fill out and easy to monitor.

Methodology

- A system of self-reporting. All named accountable persons will be given a set of actions at the beginning of the year and will be required to report on completion by 1 December for Representatives and 15 February for other accountable persons. To tick the boxes, it will be necessary to have ensured that the relevant mechanisms have been put in place, particularly at country level. Many may already have actions in place and will therefore be able to build on these. Where persons are unable to reply yes, they will be given the option of explaining why the action was not able to be taken. Participants are also asked to indicate sources where the information can be verified such as the Annual Protection Report, Standards and Indicators, etc.
- Actions will be simple, measurable, transparent and clear in terms of action needed. We have listed process requirements where different steps may be needed to complete the action. An 'upwards' cascade is used, with all actions stemming from the need to support operations to fulfil their actions.
- The framework measures achievement. Some participants may be unable to achieve the result, despite significant personal effort. You will have the opportunity to highlight this in the constraint section. There is also a section which allows you to state actions you have taken that have led to the overall goal (for example enhanced protection of women of concern) but which are different to the stated actions.

Follow up

- The tool is not in itself a full reporting mechanism i.e. the purpose is not to report on how offices have complied. Detailed impact of commitments/activities should be obtained and verified using already established in-house reporting mechanisms, such as Results Based Management, MSRP, Country Reports, Standards and Indicators Reports and the Annual Global Report.
- Follow up is also integrated within the framework, with each accountable person reporting on progress to their senior manager.
- Follow up on statements made by accountable persons will need to be made by senior management missions, IGO missions, Evaluation missions, Audit missions, External evaluations, Desk missions, Donor missions, NGOs and persons of concern with internet access etc.
- The AHC (Protection) has an oversight role, providing annual global and regional analysis and follow up.

Outcomes

There are a number of important results or outcomes to be gained from this process. These include:

- Annual collection and analysis of statistics and regional and global trends.
- Concise, priority checklist for representatives and senior managers to see what they should be doing to comply with global strategic objectives and EXCOM.
- Information to share with staff/partners/donors/refugees etc. to support evaluation and understanding of strengths and limitations.
- Analysis to a) address gaps and b) learn from good practice particularly for Bureaux.
- Solid inputs to facilitate a more objective CMS discussion with representatives and higher level management.

- Advocacy tool for lobbying donors to address gaps in provision/resourcing etc.
- Improvement of UNHCR's accountability image, particularly with the introduction of the transparency element.
- HC/AHC Protection will report annually to Standing Committee.

Limitations

- This is not a tool for financial accountability. This should be done through results based management..
- This is not a punitive accountability framework. It does not per se provide a framework for repercussions for non performance via financial or staff promotion/sacking means. However, it does provide a system for tracking which managers regularly strive to meet these standards and the constraints that they face in doing so.

Some Preliminary Questions and Answers....

Why do we need an accountability framework?

While this is a tool to support results based management, this is not simply another reporting framework. The added value is:

- This is an accountability mechanism, which moves beyond mere reporting towards transparent, public, personal accountability.
- It helps demonstrate UNHCR's work and identifies gaps which leads to a better understanding with donors of shared responsibilities.
- It is accessible not only internally but also by donors, people of concern and others.
- It does not require lengthy reporting but is a simple tick box checklist which can be completed within an hour by accountable persons.
- The tool also provides a mechanism for simple annual analysis and comparison across UNHCR, as well as for the sharing of good practice, difficulties and personal reflections.
- It highlights work not done and why and allows for senior management to take action and seek support to remedy this.

If the methodology proves successful it could be used by the Organization as a wider accountability mechanism.

Where do men as a target group fit in?

Men are considered under the age, gender and diversity mainstreaming element. Clearly there are men with particular needs, as there are women with specific needs. At this moment in time, however, gendered power relations in society mean that women and children are exposed, on the whole, to greater risks. UNHCR has therefore chosen to prioritise women as a target group in need of additional protection measures. However, this does not mean that the needs of men should go unaddressed.

What about accountability of partners and community groups? What about measuring impact/ progress towards gender equality and the equitable promotion of the rights of all persons of concern, regardless of age, sex and background?

Our focus is on tackling what is within UNHCR's control, which is developing an enabling organisational and operational environment that is conducive to achieving equitable outcomes for all UNHCR persons of concern and gender equality.

It is felt that UNHCR is still at a stage where accountability for process is key. Accountability for impact needs to come once processes at least have been understood and are being systematically implemented. We are aiming to reflect some level of impact in the commitments/ actions but clearly this will need to go further in a next phase of the framework. We would refer you to CIDA, who have a clear, useable framework for accountability for impact towards gender equality. This approach would pose challenges in the UNHCR context as would involve a parallel planning and reporting process which can be counter productive to the mainstreaming strategy and to reporting instructions requiring reduced reporting. It is proposed that this framework be a tool from which evaluators, auditors, monitoring missions etc. can review the results/ impact question in greater depth to provide support in overcoming challenges.

What about the subjective nature of replies and monitoring?

The cascade effect around which the framework is designed means that Bureau Directors need to discuss and check the frameworks with their Representatives, Directors need to discuss their submissions with their managers and so forth up to the High Commissioner. IGO missions, SIRs, APRs and thematic evaluations will also be used to triangulate responses.

Visual Explanation of Accountability framework

