The UN High Commissioner for Refugees meeting with a refugee family in Kenya. One of his accountability actions relates to meeting with diverse groups of people when on mission. © UNHCR/B.Bannon. June 2008

Yemen / UNHCR's Assistant High Commissioner for Protection Erika Feller visiting Kharaz refugee camp near Aden, which hosts Ethiopian and Somali refugees. / UNHCR / J. Björgvinsson / March 2007

2008-2009 Global Analysis

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

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June 2009

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Background
The accountability framework for age, gender and diversity mainstreaming establishes minimum standards of office practice to create an enabling organisational and operational environment conducive to achieving equitable outcomes for all persons of concern. It requires public accountability from senior managers to ensure age, gender and diversity mainstreaming. All actions are based on existing Executive Committee Conclusions and do not therefore represent anything new. The framework 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. It also 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.

This document presents the second annual overview of progress towards compliance with the accountability actions for age, gender and diversity mainstreaming and associated targeted actions. As such, it provides a helpful measure of progress against the 2007-2008 baseline and can be used to measure future progress.

2008 is the first year in which advocacy based operations[1] have also been required to complete the accountability framework. 2008 therefore provides a baseline for these countries.

Method
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).

Country/Regional Representatives and other accountable staff at Headquarters are required to tick 'fully/ partially/ not at all' complied with in relation to a number of accountability benchmarks.

The submission rate was high in 2008, with 87% of participating Representatives of non advocacy based operations, 84% of participating Representatives of advocacy based operations and 100% of accountable staff at Headquarters submitting completed accountability frameworks.

Achievements by Representatives of Non Advocacy Based Operations
Just under half of the twenty accountability actions were reported to be 'fully' complied with in this second year of monitoring accountability. Only 3% of actions were not complied with at all. The highest levels of completion of accountability actions relate to SGBV response and prevention, with 59% of actions reported by Representatives as being 'fully' complied with. As was the case in 2007, the lowest levels of 'fully' complied with actions relate to children and adolescents (38%). The levels of 'not at all' complied with were low - 2% for SGBV response and prevention, for the enhanced protection of women and girls and for AGDM and 5% for the protection of children and adolescents.

Comparison between compliance rates in 2007-2008 and 2008 provides a mixed picture. Overall, there has been significant improvement in completion of accountability actions on SGBV. There has been an overall reduction in full compliance with accountability actions for AGDM, with the exception of MFT leadership by Representatives. There has also been an

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[1] 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.

overall reduction in full compliance with accountability actions for the enhanced protection of women and girls, with the exception of an increase in women's representation. Most dramatic has been the reduction in full completion of actions relating to the enhanced protection of children and adolescents, with only primary school enrollment showing a slight increase.

Progress towards full compliance with accountability actions differs significantly by region and it was revealed that the different regions have distinct needs and constraints when responding to the accountability actions.

Representatives in Africa have the highest reported rate of compliance with SGBV prevention and response actions (73% of Representatives stating actions fully completed), enhanced protection of women and girls (57%) and with AGDM actions (60%). Europe has the highest reported level of full compliance with actions targeting the enhanced protection of children (48%).

Constraints related primarily to *lack of staffing, lack of financial resources, lack of partner engagement and socio-cultural obstacles.* It is worth noting that lack of financial and staff resources have increased their weighting from 2007-2008.

A number of useful examples of good leadership practice were given by different Representatives. These are a useful reference for inspiring other Representatives and Multi-Functional Teams to continue to improve their response in 2009 and beyond.

Achievements by Representatives of Advocacy Based Operations
Compliance was slightly higher in advocacy based operations than in non advocacy based operations, with just over half of the four accountability actions 'fully' complied with in this first year of implementation of the accountability framework. Only 3% of actions were not complied with at all.

The highest levels of compliance with accountability actions relate to raising awareness and mobilizing support to integrate age, gender and diversity sensitive analysis. The lowest levels are related to resource mobilization activities incorporating age, gender and diversity sensitive analysis and targeted actions. The primary constraint to full compliance with the accountability actions in advocacy based operations relate to lack of adequate staffing.

Cross-Checking of Submissions
In order to monitor the authenticity of submissions' content, ten countries were randomly selected to be involved in a cross check of compliance. The cross check revealed the lack of sharing by Representatives of completed accountability frameworks as well as of accountability actions during the course of the year. Submissions were, on the whole however, confirmed by Multi Functional Team members interviewed on a confidential basis. The cross-checking element of the framework is important and it is recommended that it is continued on an annual basis to ensure transparency and authenticity.

Achievements by Senior Management at Headquarters
All twelve senior managers required to complete the Accountability Framework for 2008 have done so. Overall compliance of accountability actions by the five Bureau Directors fell equitably between the 'Fully' complied with category and the 'Partially' complied category. No actions were 'Not at all' complied with. This is an improvement on 2007-2008, when the majority of actions were 'partially complied' with (52%) and only 45% of actions were 'Fully' complied with.

The Directors of Operational Services, International Protection Services and External Relations, the Assistant High Commissioners, the Deputy High Commissioner and the High Commissioner all submitted their completed accountability frameworks. This shows the high level of commitment and support to the age, gender and diversity mainstreaming process. Each of these individuals has personalised accountability actions due to the specificity of their functions. It is therefore not possible to compare result across individuals as was done for Representatives. However, it will be important to compare the performance of individuals over time.

Actions that were variously reported as 'fully' complied with related to incorporating AGDM into policy and the development of protection strategies. Actions more often 'partially'

complied with related to monitoring process when on mission.

Organisation-wide Achievements
Overall organizational compliance with accountability actions was increased in relation to 2007-2008. In 2008-2009, most actions were 'Fully' complied with (60%). Only 2% were not complied with at all and 37% of actions were partially complied with. This contrasts with last year where just under half of the accountability actions were 'Fully' complied with.

However, in order to monitor whether the portrayal given adequately reflects the situation in the field, 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 mangers. Reviewing compliance by Representatives and internal reporting up the organizational hierarchy were the actions least likely to be 'fully' complied with by senior staff at Headquarters. This will need to be addressed as these actions provide the checks and balances that ensure that this tool provides a valid picture of UNHCR's progress in implementing its organizational commitments.

Moving Forwards
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:

Recommendations for UNHCR compliance in 2008
- The accountability framework should not be seen as an annual, one off tick box exercise. Attempts to comply with actions should be ongoing, as should team discussions around how to enhance compliance.
- All managers should share this analysis and discuss accountability actions with staff on an ongoing basis.
- 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 that monitoring of framework application can be integrated into the FOCUS software and other in-house initiatives.
- Incorporate AGDM accountability into new Performance Appraisal systems.
- Follow up with countries that have failed to submit in both 2007-2008 and 2008-2009 exercises and ensure submission for 2009-2010.
- Explore different incentive systems to accompany the framework.
- Allocate the necessary resources that will allow the accountability framework to be used not only for planning but to also be incorporated in the whole operational process.
- 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.
- Consider the provision of further staff training to address lack of capacity issues.
- Ongoing leadership and follow up on accountability actions by senior managers needs to be improved.

Recommendations to Donors and other stakeholders
- Use this analysis 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.
- In view of the expressed concerns around lack of partner engagement in many operations, it is important that 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 for refugee / IDP humanitarian intervention.
- Donors should encourage multi-partner working when making funds available, particularly with regard to the implementation of AGDM and targeted actions.

In addition to recommendations arising from the 2008-2009 analysis, highlighted above, Section 3 of this report analyses implementation of recommendations arising from the 2007-2008 analysis. These have, on the whole, been partially followed up. Further actions are therefore required over the coming year to ensure recommendations are fully implemented.

<u>Concluding Note</u>

It is important to highlight that the actions in the accountability framework are predominantly focused on ensuring compliance by top management echelons with the creation of an enabling organisational and operational environment conducive to achieving equitable outcomes for all persons of concern. The focus has thus been on getting the *process* right. 2009 should be a year of consolidation: of building on strengths and addressing gaps. The FOCUS software will need to integrate the accountability actions as it is UNHCR's management tool for measuring *impact*.

Part 1. Accountability Framework for Age, Gender and Diversity Mainstreaming: Background and Method

1.1 Introduction

The accountability framework for age, gender and diversity mainstreaming and targeted action for women, children and other discriminated groups 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 academic and 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 Representatives and all accountable persons at Headquarters.
- Price Waterhouse Cooper's Risk Assessment Study for UNHCR which revealed that the culture of non accountability is in the top three greatest threats to UNHCR's work.
- The High Commissioner placing gender equality and accountability high on UNHCR's agenda.

1.2 Background

The accountability framework for age, gender and diversity mainstreaming 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 therefore represent anything new. The framework 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. It also 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. Annex 6 provides an explanatory overview of the methodology and a visual illustration of the framework.

This document presents the second annual overview of progress towards compliance with the accountability actions for age, gender and diversity mainstreaming and associated targeted actions. As such, it provides a helpful measure of progress against the 2007-2008 baseline and can be used to measure future progress.

2008 is the first year in which advocacy based operations[2] have also been required to complete the accountability framework. 2008 therefore provides a baseline for the compliance of advocacy based operations with accountability actions.

1.3 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

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[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.

- 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 tick 'fully/ partially/ not at all' complied with in relation to a number of accountability benchmarks[3]. Where 'fully' is checked, examples of action taken must be given. This is a compulsory element of the framework and the software will not allow the user to continue until the necessary examples are given. This ensures that 'fully' cannot be checked without due consideration being given to whether this is actually so 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 within the framework, with each accountable person reporting on progress to their senior manager, all the way 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. Different staff functions are also covered to ensure representation. In 2008-2009, two of the countries selected had not completed the framework. Section 2.4 presents the findings of the spot check.

All actions are based on existing Executive Committee Conclusions and sources are highlighted under each section in the framework. The framework does not therefore provide any new responsibilities for accountable persons.

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 willful act of non- compliance.

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[3] 16 benchmarks for country Representatives and Bureau Directors, 6 benchmarks for the Director of External Relations, 10 for the Director of International Protection Services and for the Director of Operational Services, 9 for the Assistant High Commissioner for Operations and 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.

2.1 Overall Organisational Compliance with Accountability Actions

2.1.1 2008-2009 Submission Rates

- The submission rate remained very high in 2008-2009, with 87% of participating Representatives of non advocacy based operations, 84% of participating Representatives of advocacy based operations[4]. In other words, 90 out of 99 country and regional Representatives responded. 100% of accountable staff at Headquarters submitting completed accountability frameworks.
- Asia/Pacific, Americas and MENA Bureau had 100% submission rates.
- The submission rate was higher in 2007-2008 than in 2008-2009, with 94% of participating Country Representatives of non advocacy based operations submitting their completed accountability frameworks in 2007-2008.

2.1.2 2008-2009 Compliance Rates

Overall organisational compliance with accountability actions improved in relation to 2007-2008. As Chart 1 below reveals, in 2008-2009, most actions were 'Fully' complied with (60%). Only 2% were not complied with at all and 37% of actions were partially complied with. This contrasts with 2007-2008 when just under half of the accountability actions were 'Fully' complied with.
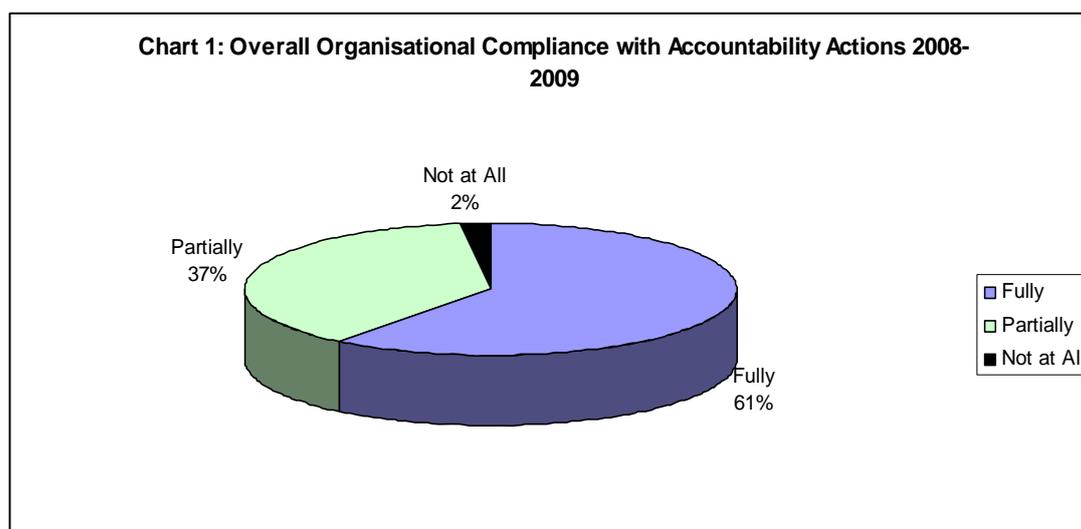
Chart 1: Overall Organisational Compliance with Accountability Actions 2008-2009

Not at All 2%
Partially 37%
Fully 61%

Legend: Fully, Partially, Not at All

In order to monitor whether the portrayal given adequately reflects the situation in the field, 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 mangers. Reviewing compliance by Representatives and internal reporting up the organizational hierarchy were the actions least likely to be 'fully' complied with by senior staff at Headquarters. This will need to be addressed as these actions provide the checks and balances that ensure that this tool provides a valid picture of UNHCR's progress in implementing its organizational commitments.

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[4] 8 of the 99 Representatives required to complete the framework failed to do so. These were the Regional Office in Italy, Spain, UK, Central African Republic, Democratic Republic of Congo, Ethiopia, Somalia and Benin. Benin did provide a narrative report on compliance with the framework but unfortunately did not submit the data in the necessary format. Somalia and DRC also failed to submit in 2007. Israel also obtained exemption last year for technical reasons and this year due to the departure of the Representative so has not yet completed an accountability framework (Regional Office Saudi Arabia, Russian Federation, Malawi and Israel received exemptions-due either to there not being a Representative in post or due to technical problems). Annex 1 lists all participating and non participating countries.

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

2.2.1 Overall Compliance rates and constraints

Just under half of the twenty accountability actions were 'fully' complied with in this second year of implementation. Only 3% of actions were not complied with at all. Chart 2 below shows overall compliance rates per region and globally. Actions are seen to be 'fully', 'partially' and 'not at all complied with' and are given as a percentage of total accountability actions.

Chart 2: Compliance with accountability actions by Representatives on non advocacy based operations

Region	Fully	Partially	Not at all
Global	49	48	3
Africa	56	42	2
Americas	44	55	2
Asia/Pacific	44	52	4
Europe	53	44	4
MENA	40	56	4
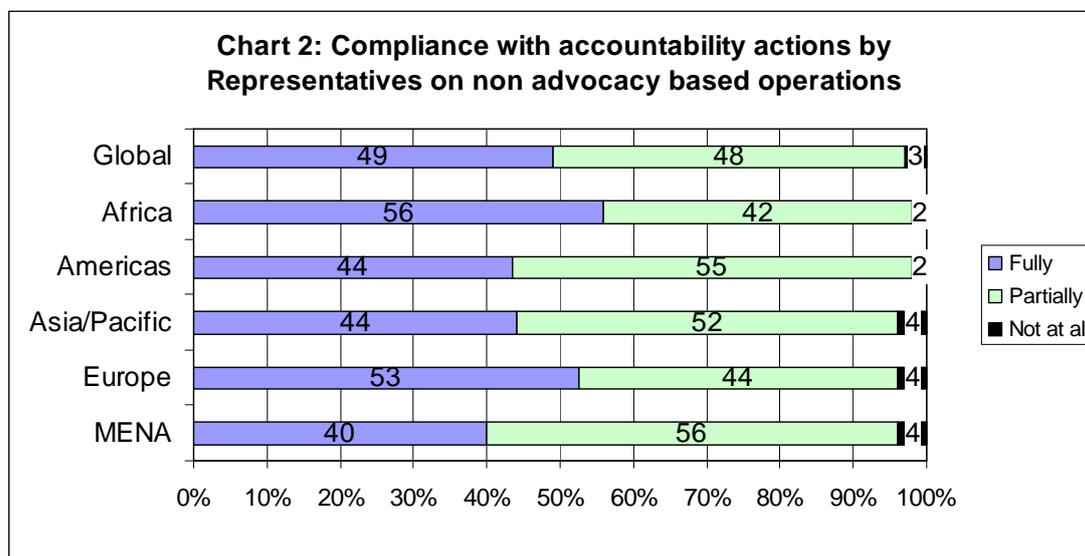
With regard to specific areas of accountability, the highest levels of completion of accountability actions relate to SGBV response and prevention, with 59% of actions reported by Representatives as being 'fully' complied with. Only half of actions relating to AGDM and the protection of women and girls were reported to be 'fully' complied with. As in 2007-2008, the lowest levels of 'fully' complied with actions relate to children and adolescents (38%). The levels of 'not at all' complied with were low - 2% for SGBV response and prevention, for the enhanced protection of women and girls and for AGDM and 5% for the protection of children and adolescents.

Full compliance with accountability actions differs significantly by region[5]. Chart 3 below reveals that Representatives in Africa have the highest reported rate of compliance with SGBV prevention and response actions (73% of Representatives stating actions fully completed), enhanced protection of women and girls (57%) and with AGDM actions (60%). However, compliance with actions relating to the enhanced protection of children is low, as it is for all regions with the exception of Europe which has the highest reported level of full compliance (48%). Europe also has relatively high levels of full compliance with SGBV response and prevention (69%). MENA and Asia have the lowest levels of full compliance with actions relating to the enhanced protection of children (34% respectively) and the Americas have the lowest levels of full compliance with actions relating to SGBV (38%).

Globally the data reveals that half or more of all non advocacy based operations are unable to report that they can fully comply with accountability actions relating to AGDM and the enhanced protection of women and children. 40% are unable to fully complete actions relating to SGBV. Reasons given are both internal and external, as shown in the constraints section (2.2.2) below.

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

Chart 3: % Full compliance with AGDM, enhanced protection of women and of children and SGBV prevention and response by region and globally

	Africa: % full compliance	Americas: % full compliance	Asia: % full compliance with	Europe: % full compliance	MENA: % full compliance	Global: % full compliance
SGBV response & prevention	73	38	51	69	43	59
Protection of Children	36	41	34	48	34	38
Protection of Women and Girls	57	50	51	43	43	50
AGDM	60	46	44	52	43	51
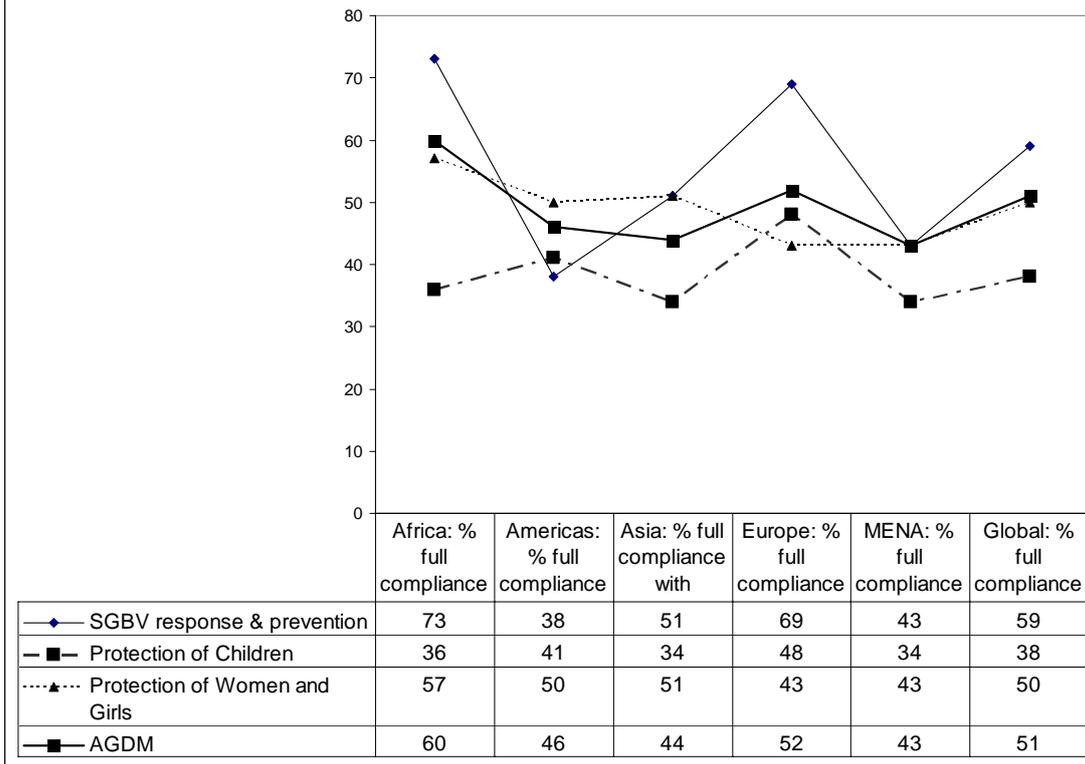
Chart 4 provides a more detailed, global illustration of the level of completion of individual accountability actions. As can be seen, highest rates of full compliance relate to the implementation of Standard Operating Procedures (SOPs) for SGBV and Follow up on women at risk[6]. Lowest levels of full compliance include identification of capacities of people of concern, 100% registration and documentation of female adults of concern, targeted action for adolescents and implementation of UNHCR Best Interests Determination guidelines.

Chart 4: Completion level by accountability action

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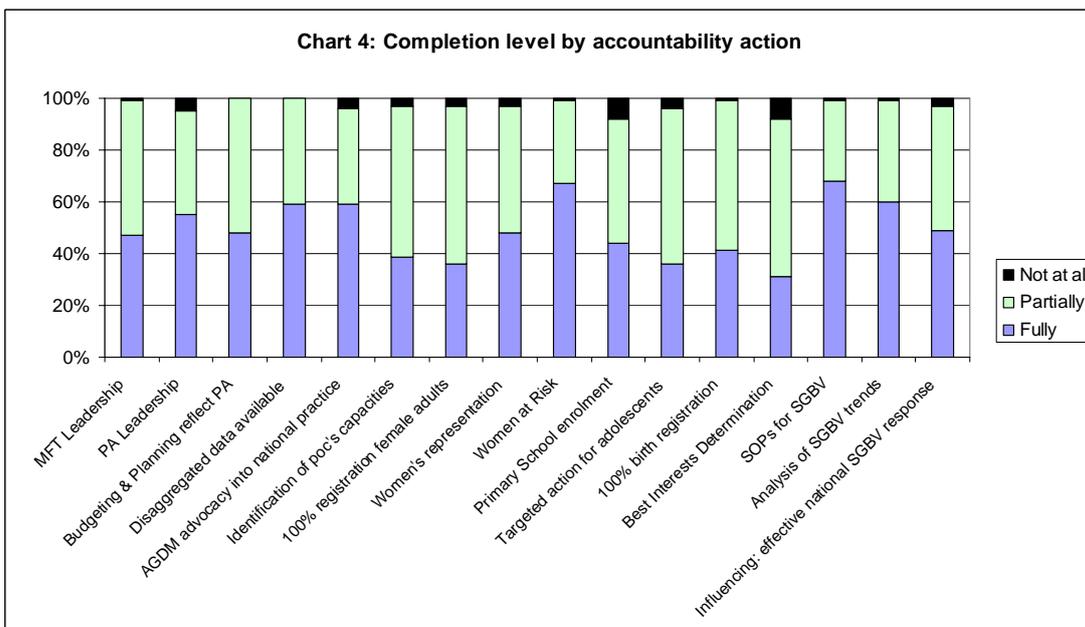
[6] "It was noted that many of the representatives reported SGBV related actions under 'follow up on women at risk'.

Chart 5 below provides a global illustration of constraints facing Representatives in 2008-2009 in meeting their accountability actions.

Chart 5 : Constraints
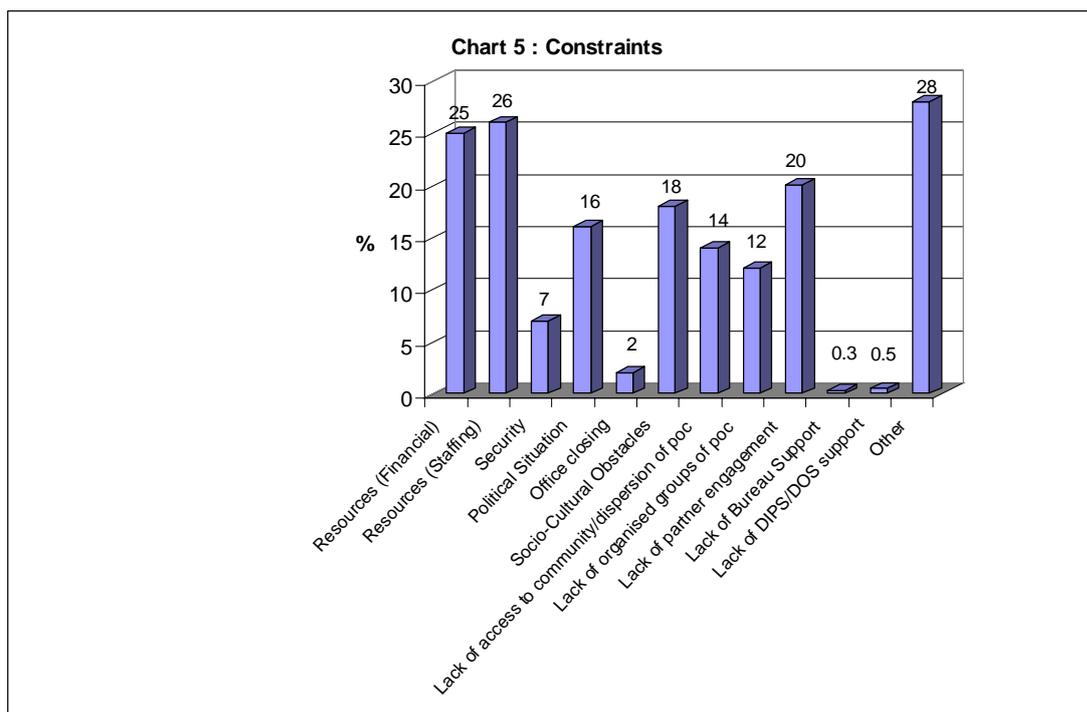
Overall, the largest single constraint given is *lack of staffing*. This is followed by *lack of financial resources, lack of partner engagement and socio-cultural obstacles.* It is worth noting that lack of financial and staff resources have increased their weighting from 2007-2008 when they were 20% and 21% respectively. 'Other' consisted of a number of country specific constraints which are below.

Detail regarding implementation of specific actions and constraints can be found in Annex 2.

Regional Comparison of Constraints
Prioritization of constraints differed substantially by region, suggesting that the support needs of regional operations may be quite distinct. Furthermore, it is important to note that there has been a shift in the weighting given to different constraints from 2007-2008 to 2008-2009 in all regions, except Africa.

Africa: Lack of financial resources (25%), lack of staffing (26%) and lack of partner engagement (20%)
Americas: Lack of staffing (43%), lack of financial resources (43%, significantly up from 34% in 2007-2008), lack of access to communities of concern/ dispersal of persons of concern (25%, down from 39% in 2007-2008)
Asia: Political situation (35%, up from 28% in 2007-2008) and socio cultural obstacles (21%)
Europe: Lack of partner engagement (27%), socio cultural obstacles (22%) and lack of financial resources (27%). This differs from 2007-2008 where the biggest obstacles were socio cultural obstacles (27%) and lack of staffing (23%).
MENA: Political situation (31%, up from 28% in 2007-2008) and lack of access to community of concern (29%).

2.2.2 Comparison between 2007-2008 and 2008-2009 compliance rates
The data from 2007-2008 and 2008-2009 is comparable as the response rates only differed by one. It is thus possible to explore emerging trends.

Comparison between compliance rates in 2007-2008 and 2008-2009 provides a mixed picture, as shown in Chart 5 below. Overall, there has been significant improvement in completion of accountability actions on SGBV. There has been an overall reduction in full compliance with accountability actions for AGDM, with the exception of MFT leadership by

Representatives. There has also been an overall reduction in full compliance with accountability actions for the enhanced protection of women and girls, with the exception of an increase in women's representation. Most dramatic has been the reduction in full completion of actions relating to the enhanced protection of children and adolescents, with only primary school enrollment showing a slight increase.

Actions where compliance has remained stable relate to disaggregation of data, 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 and identification of people of concern's capacities,

Chart 6: Comparison between 2007 and 2008 on full compliance rates with individual actions
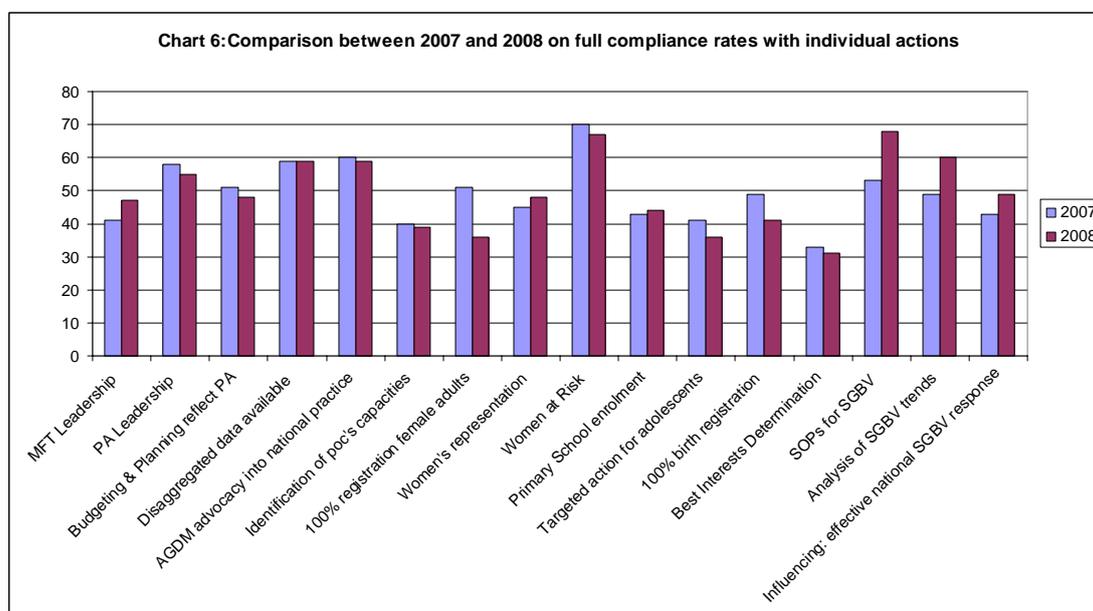
2.3 UNHCR's Strengths and Weaknesses in Mainstreaming AGDM and Targeted Actions: Advocacy Based Operations

Advocacy based operations have a distinct set of accountability actions and process requirements, tailored to their specific operational environment. While the actions are fewer, the number of process requirements for meeting each action is higher than for other operations. As this is the first year for advocacy based operations, detail of actions and constraints is provided below as opposed to being placed in an annex, as is the case for other operations. 16 out of 19 advocacy based operations submitted the accountability framework.

Compliance was slightly higher in advocacy based operations than in non advocacy based operations, with just over half of the four accountability actions 'fully' complied with in this first year of implementation of the accountability framework. Only 3% of actions were not complied with at all.

The highest levels of compliance with accountability actions relate to raising awareness and mobilizing support to integrate age, gender and diversity sensitive analysis, with 8 out of 16 Representatives reporting this action to be fully complied with. The lowest levels are related to resource mobilization activities incorporating age, gender and diversity sensitive analysis and targeted actions, with 5 out of 16 Representatives reporting this action as being fully complied with. 2 Representatives reported this action as not being relevant as their office is not involved in resource mobilization activities.

Actions that were most successfully complied with by participating Representatives in 2008-2009 were:
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.
- 10 out of 16 (63%) of Representatives felt that they had fully complied with this action.
- Constraints cited by those who did not 'fully' comply with this action was predominantly

related to lack of resources, in terms of staffing (83%) and lack of access to people of concern (67%). Declining budgets and staff numbers mean that staff have to do more with less and this limits the types of activities, including advocacy, that the office can engage with. In addition, limited access to people of concern makes the collection of reliable data difficult.

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.
- 9 out of 16 (56%) of Representatives felt that they had 'fully' complied with this action.
- Little detail was given regarding constraints to implementation. Where gender balance was referred to and not achieved, both informants cited difficulties in recruiting men.

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.
- 8 out of 16 (50%) of Representatives felt that they had 'fully' complied with this action.
- Lack of access to populations of concern and lack resources (staffing) were the greatest constraints to implementation of this action. These were expressed by 88% and 75% of Representatives that could not 'fully' comply with this action. Specific examples given include access only to those self selecting refugees who come to the office, rapid movement of persons of concern to other countries, lack of sufficient numbers of staff covering a large geographical area making monitoring of all policies and practices difficult, lack of organization of persons of concern reducing contact opportunities, limited financial resources hindering enhanced contact.

Action fully complied with by less than half of Representatives:
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 had the lowest rate of reported 'full' compliance (6 out of 16 Representatives or 38%). It also had the highest levels of checks as being 'not relevant' due to the office not engaging in resource mobilization activities.
- Once again inadequate resourcing, in terms of staffing, was cited as the primary constraint to full compliance (63%). This was the action where lack of follow up from HQ was cited by the 2 Representatives who did not respond 'fully' complied with. This was primarily expressed by those who rely on HQ to develop proposals that are age, gender and diversity sensitive or who felt that the materials produced by UNHCR do not reflect the situation facing advocacy based operations.

The chart below shows that, overall, the primary constraint to full compliance with the accountability actions in advocacy based operations relates to lack of adequate staffing.

Chart 7: Constraints for Advocacy Based Operations
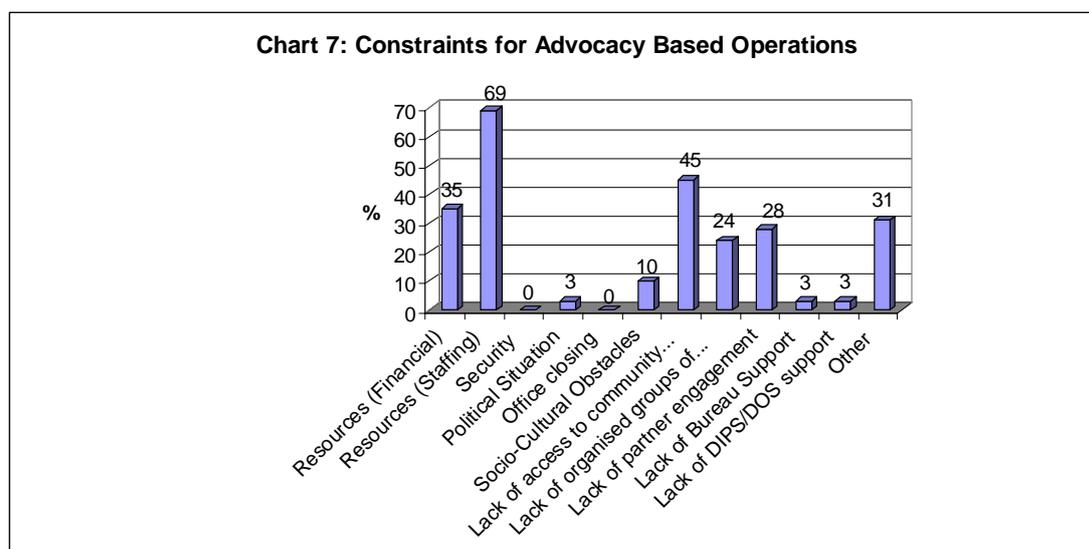
2.4 Cross-Checking of Submissions

Findings from the random spot checks were revealing. Representatives had been instructed to share the accountability framework with their team and to take a multi-functional team approach to its completion. Instead, 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, with most staff not having seen the framework itself. Only in one country was the multi functional team convened specifically to discuss the accountability framework actions. However, 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.

In only two out of the eight spot check countries where accountability frameworks had been completed, had the final completed framework been shared with staff, indicating the importance of ensuring that all completed frameworks are made available on the intranet.

The above shows that there is clearly a need for better engagement in the process by the whole multi-functional team, and 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. DIPS could support Representatives in doing this by providing a simple matrix with listed actions for them to circulate to staff (see recommendations below). They could also integrate monitoring of framework application into the FOCUS software.

In order to cross check the submissions by Representatives, interviewees were asked open ended questions, such as, 'please tell me about the functioning of the multi-functional team'. 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. The cross-checking of data confirmed the Representatives' submissions in all but one country, where 'fully' had been checked for completion of a number of actions and this could not be validated by the staff member interviewed. The validity of this finding is supported by the fact that most interviewees had not seen the completed framework and could not therefore be simply repeating what the Representative had put.

All spot check participants who had seen the accountability framework felt that the accountability framework was a useful tool for reflecting on the year's achievements, improving and prioritizing action and giving age, gender and other diversity issues a greater prominence. They also stated that they felt that the Representatives were more committed and engaged with AGDM and targeted action than before the introduction of the framework, regularly asking for updates and involving themselves in activities.

The random and confidential cross-checking element of the framework is important and it is recommended that it is continued on an annual basis to ensure the transparency and authenticity of the exercise.

2.5 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 2008-2009 have done so. It is important to highlight once again the subjective nature of this exercise which makes comparison across individual submissions difficult. Comparison over time for each individual is, however, more illustrative of trends and progress made.

Bureau Directors

Overall compliance with accountability actions by the five Bureau Directors fell equitably between the 'Fully' complied with category and the 'Partially' complied with category. No actions were 'Not at all" complied with. This is an improvement upon 2007-2008, when the majority of actions were 'Partially' complied with (52%) and only 45% of actions were "Fully' complied with.

In comparison with last year, there is enhanced implementation of actions relating to prevention of and response to SGBV, in the advocacy for resources for women and children

and in integrating AGDM and targeted actions into the Regional Bureau strategy.

However, there is a decline in full compliance related to reporting through the Global Appeal and at Standing Committee (generally explained by limitations imposed on the length of reporting instruments), allocating time to discuss AGDM-related issues during missions, and identifying and supporting countries experiencing difficulties with compliance in the area of child protection.

The highest level of full compliance related to the following actions[7]:
SGBV Prevention and Response
- o "I have advocated internally and externally for resourcing for targeted actions relating to improving responses to survivors of SGBV and prevention of SGBV" (5 out of 5 Bureau Directors).

AGDM
- o "The Regional Bureau Strategy is based 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).

Protection of Women and Children
- o "I have advocated internally and externally to ensure that resources are allocated for targeted actions to enhance the protection of children of concern, as per community prioritisation reflected in participatory assessment and COPs" (4 out of 5 Bureau Directors).

Three or more Bureau Directors fully complied with the following actions:
AGDM
- o "I and my Deputy/Deputies have monitored implementation of accountability actions by Representatives for age, gender and diversity mainstreaming and for targeted action for the protection of children and youth, women and persons affected by and/ or at risk of SGBV" (3 out of 5 Bureau Directors). Constraints included lack of time due to conflicting priorities, lack of staff, socio-cultural obstacles, the security and political situation in country.

SGBV
- o "I have reviewed, with the Deputy Director, Desks, Legal Advisers and Representatives, compliance with the relevant targeted actions in the accountability framework as reported on by the Representatives in the accountability framework. I have ascertained that the issues relating to improving responses to survivors of SGBV and prevention of SGBV have been addressed in each country operation" (3 out of 5 Bureau Directors). Constraints cited related to implementation of measures to address shortcomings due to human and financial resource limitations and socio-cultural obstacles as well as difficulties in following up with large numbers of countries.

Bureau Directors have faced the greatest challenges in fully ensuring the following:
AGDM and Accountability Framework Follow Up
- o "I can confirm that COPs, APRs 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" (2 out of 5 Bureau Directors). Constraints included lack of adequate partner reporting, dispersal of population of concern making data recording difficult and lack of staffing.
- o "I and my deputies have reported through the Global Appeal and at Standing Committee on progress on accountability actions laid down in the accountability framework". (2 out of 5 Bureau Directors). The primary constraint cited was the limited word count given in these reports, which do not allow for adequate attention to be paid to AGDM related issues.
- o "I, and my Deputy/Deputies have advocated with NGOs, donors, missions, partners and governments for funding based on participatory assessment

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[7] For the purposes of illustration, actions are quoted as they appear in the accountability framework.

outcomes, in co-ordination with DER". (2 out of 5 Bureau Directors). Constraints cited include lack of time due to conflicting priorities and a holistic approach to lobbying for funding, which does integrate participatory assessment findings.

- o "Based on the global and regional analysis provided by the AHC for Protection, I and my Deputy/Deputies have discussed accountability actions with representatives and heads of desks within the framework of the career management system and agreed on actions for follow-up." (2 out of 5 Bureau Directors). Constraints relate to lack of time due to conflicting priorities.
- o When on mission, I and my Deputy/Deputies meet with Representatives, multi-functional team members/other staff 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 (No Bureau Directors ticked fully for this action). All but one cited lack of time due to conflicting priorities as a constraint.

Protection of Women and Girls
- o "I have reviewed, with the Deputy Director, Desks, Legal Advisers and Representatives, compliance with the relevant targeted actions in the accountability framework as reported on by the Representatives in the accountability framework. I have ascertained that the issues relating to the enhanced protection of women and girls of concern to UNHCR have been addressed in each country operation". (2 out of 5 Bureau Directors). Constraints cited related to implementation of measures to address shortcomings due to human and financial resource limitations and socio-cultural obstacles as well as difficulties in following up with large numbers of countries.

Protection of Women and Girls and SGBV Prevention and Response
- o "I have met with Bureau staff and have identified countries that are having difficulties with compliance and have worked with Representatives to develop a strategy for improvement. Any gaps or problems which have not been resolved have been shared with the AHC (Operations) and technical advisers in DOS and DIPS." (2 out of 5 Bureau Directors). The most cited constraints were lack of staffing and time due to conflicting priorities.

Protection of children, including adolescents
- o "I have reviewed, with the Deputy Director, Desks, Legal Advisers and Representatives, compliance with targeted actions in the accountability framework as reported on by the Representatives. I have ascertained that the issues relating to the enhanced protection of children of concern have been addressed in each country operation'. (1 out of 5 Bureau Directors). Constraints cited refer to insufficient resources but also socio-cultural obstacles in MENA region and Eastern Europe and the Balkans.
- o "I have met with Bureau staff and have identified countries that are having difficulties with compliance and have worked with Representatives to develop a strategy for improvement. Any gaps or problems which have not been resolved have been shared with the AHC (Operations) and technical advisers in DOS and DIPS". (1 out of 5 Bureau Directors). Lack of time due to conflicting priorities was mentioned as a constraint, as well as the size of the regions not allowing the Directors to discuss individually with every Representative, this task being then delegated to the Deputies or the Senior Desk Officers.

This year, the two largest single constraints to overall compliance with accountability actions were the lack of human resources and the lack of time due to conflicting priorities. These two constraints were mentioned almost half of the time. The latter point was the key constraint expressed in 2007-2008.

Detail of good practice are highlighted in Annex 3.

Other Senior Managers
The Directors of Operational Services, International Protection Services and External Relations, the Assistant High Commissioners, the Deputy High Commissioner and the High Commissioner all submitted their completed accountability frameworks. This 100% completion rate indicates the high level of commitment and support to AGDM. Each of these

individuals has personalised accountability actions due to the specificity of their functions.

While actions are distinct and tailored to the different functions of each senior manager, 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.
- Advocacy internally and externally to promote the use of rights and communities 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.
- Reporting on progress in meeting the accountability actions and strategies to address gaps to line manager, Standing Committee / EXCOM and SMC.
- 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 partial compliance:
- Follow up with staff (Bureau Directors to Representatives, AHC (O) to Bureau Directors, DHC to Director of DER etc.) to ensure timely completion of the accountability framework and strategies to address gaps in compliance. The primary constraint related to lack of time due to conflicting priorities.
- Reviewing speeches and documents to ensure age, gender and diversity mainstreaming, the use of rights 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 last year, the primary constraint relates to lack of time due to conflicting priorities and very tight mission schedules.

Only three times was 'not at all' complied with ticked. This was a result of UNHCR restructuring which has resulted in some sections being removed from a Division's responsibility to be transferred to another Division not yet engaged in the accountability framework process.

Examples of good practice are highlighted in Annex 4.

Part 3: Moving Forwards

3.1 Implementation of Recommendations from 2007-2008 Global Analysis

Following up on recommendations made in last year's exercise is also an important element of accountability. The table below presents the status of implementation of recommendations made in the 2008-2009 Global Analysis.

Recommendation from 2007-2008 Analysis	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 2008-2009 analysis, individual 2007-2008 submissions and copies of accountability actions, with their staff and provide the opportunity to discuss ongoing progress. While the accountability framework targets senior staff in order to improve leadership, ensuring AGDM is the responsibility of *all* staff (see AGDM ACTION Plan on AGDM IOM/ 015-FOM/017/2008).	Partially	Country level spot checks revealed that while some Representatives sharing framework and using it as participatory management tool, most weren't. At HQ level, some senior managers developed monitoring tools allowing them to get regularly updated 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 five Representatives that did not complete the framework to establish why completion did not occur and whether this reflects lack of compliance. Report to AHC (P) and develop a strategy to ensure that completion occurs in 2008-2009.	Partially	AGDM and accountability framework are discussed with Representatives within the framework of the CMS, both in respect to objective setting and Performance Appraisal Reports.
Consider using a summary matrix similar to that developed by Africa Bureau in order to highlight gaps in meeting accountability actions and strategies for addressing these. This provides a simple tool for follow up with individual Representatives.	Partially	While ad hoc monitoring tools are used, the introduction of FOCUS is expected to concretely incorporate age, gender and diversity in the whole operational process.
Recommendations to DIPS and DOS		
Share the analysis with all staff.	Fully	
Meet with Bureau and discuss compliance by Representatives and strategies to address gaps.	Partially	DIPS/CDGECS had bilateral meetings with Bureau whereby the results of the Accountability Framework reports were shared in detail and discussed. Financial and staffing constraints were cited as the most serious hindrances to fully complying with AGDM actions. It was also felt that staff need to better informed about the whole AGDM process. FOCUS is expected to help further detect issues and gaps relating to compliance and to analyse the strategies developed to address these. 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	One workshop focusing on working with communities and three Training of Trainers on community-based approach were organized during the course of 2008. An Inter-Agency training on Action for the Rights of Children (ARC) took place in Mombasa for East and Horn of Africa, regional BID training was conducted for the Americas and training on child protection was provided in Ecuador, Ethiopia, Nepal, and Yemen. There have been further requests for refresher sessions on AGDM and other related issues which will be addressed during the course of 2009.
Continue with the cross-checking exercise in future years. This provides important evidence for countering the subjective nature of the framework.	Fully	See this report.

Recommendations to senior managers at Headquarters		
Ongoing leadership and follow up on accountability actions crucial in 2008. 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.	Partially	Again this year, reviewing and addressing compliance of countries requiring additional support was one of the weakest areas of actions for Bureau Directors, as was the upward reporting of compliance for most other senior managers. 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 <u>throughout</u> the year.
Each manager should ensure that they have obtained progress reports from their staff and that they, in turn, report on progress to their line managers. The 'cascade' effect of monitoring built into the accountability framework is an essential element of ensuring that the framework is an effective tool for improving action, as well as for monitoring progress. Follow up on compliance as well as on areas in which support is required by all accountable staff will therefore be a critical element of ensuring that the rights of all persons of concern are met, regardless of age, sex or background.	Partially	AGDM accountability was incorporated into CMS objectives in Europe. Session on reviewing progress of AGDM activities were introduced in Regional Reps meeting, regional protection meeting, etc. Good practices by country offices were shared with other offices and external interlocutors in all regions, although with variation in the frequency and quantity of inputs.
The question of fire walling funds for implementation of specific AGDM activities needs to be considered seriously.	Partially	There is still no obligation in term of funding but discussions on how to develop non-negotiable standards of assistance have been initiated.
Recommendations to Donors and other stakeholders		
As revealed by the 2007-2008 submissions, lack of resources and staffing is a serious hindrance to 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	The 2008-2009 submissions reveal that lack of resources and staffing not only continue to be a serious hindrance, but are an increasing hindrance. In 2008-2009 the percentage of Representatives citing these as key constraints increased. Lack of engagement by governments and other partners also continues to jeopardize effective action. See below for examples of donor support.
It is hoped that donors and other stakeholders will use the findings from the 2007-2008 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.	Partially	It is important to note that UNHCR initiated the Global Needs Assessment to respond to the call from donors 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.
A handful of Representatives had difficulty using the software. These persons should be sent a contact name to contact for technical support when completing the 2008 framework.	Partially	While the action itself was fulfilled, technical problems continued in 2008. This is due to the dual intranet access system used by UNHCR. A new system is due to be introduced in 2009, which should address difficulties faced by those using SSL connections.

3.2 Recommendations for 2009 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.

Recommendations to Representatives

- 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.

Recommendations to Bureaux
- Request Representatives to share their completed accountability framework with their staff at the beginning of the year.
- 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.
- AGDM accountability to be incorporated in Representatives' CMS objectives so that it receives particular attention by each Representative.

Recommendations to DIPS and DOS
- 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.
- Work with intranet team to ensure that intranet systems are upgraded to ensure that all Representatives can access the accountability framework online, in a user friendly manner. This includes ensuring that the document can be saved and printed after each page has been completed.
- Take out the instruction that the form takes 60 minutes to complete as it takes longer.
- Consider how to integrate regional office working into the framework for non advocacy based operations.
- Ensure that accountability actions relating to AGDM and targeted action are developed for ODM and DHRM under the Global Accountability Framework.
- 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. Currently, it would appear that the accountability framework is not being shared with the majority of staff by Representatives. This is possibly due to its online, password protected nature, although a blank version is available on the intranet. It is therefore important to ensure that all staff have access to the accountability actions themselves so that they can ensure that they are aware of how they can input into fulfilling the necessary actions.
- In view of the confusion around the specific purpose of the MFT for some, it will be important to clarify that the MFT serves a wider function than specifically for the purposes of conducting participatory assessment.
- In view of the commonly expressed concern that PA raises expectations that cannot be met in a situation of declining resources, consider how to ensure that PA is used by country offices in a manner that prioritises transparency around planning and resource availability. This could be done through sharing examples from countries that engage in ongoing, regular, locally adapted participatory assessment and where expectations are addressed as and when they arise, leading to enhanced dialogue, understanding and impact (see Annex 2, Good Practice examples)
- Ensure that the analysis is shared with all staff and made available to other stakeholders via the internet. The dissemination of the PowerPoint presentation to Standing Committee in 2008 received 732 hits over a five month period, revealing the level of interest in knowing more and learning from this innovative methodology.
- Share the Good Practices provided by Representatives and other accountable persons, as highlighted in Annex 2 of this report.
- 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.
- Provide technical follow up to individual countries, where requested.
- Look at how monitoring of framework application can be integrated into the FOCUS software and other in-house initiatives.

Recommendations to senior managers at Headquarters
- Somalia and DRC both failed to submit in the 2007-2008 and 2008-2009 exercises, and Israel obtained exemption in both 2007 and 2008. Bureau Directors therefore need to follow up and ensure that all three countries submit their completed accountability frameworks in the 2009-2010 exercise.
- 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.
- Develop partnership with UN agencies, NGOs and Governments to assist UNHCR 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.

- AGDM accountability to be incorporated into Representatives' CMS objectives so that it receives particular attention by each Representative.
- Allocate the necessary resources that will allow the accountability framework to be used not only for planning but to also be incorporated in the whole operational process

Recommendations to Donors and other stakeholders

- In view of the expressed concerns around lack of partner engagement in many operations, it is important that 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 for refugee / IDP humanitarian intervention. This involves States taking responsibility and being accountable for their own compliance with and acceptance of relevant Executive Committee Conclusions.
- Donors and other stakeholders have a critical and ongoing role to play in using 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.
- The issue of lack of resourcing and staffing is critical to appropriate implementation of AGDM and targeted actions to protect the rights of all persons of concern, regardless of their age, sex or background. The required actions are not cost free and call for staff with adequate capacity and for training.
- Donors should encourage multi-partner working when making funds available, particularly with regard to the implementation of AGDM and targeted actions.

3.3 Concluding Note

It is important to highlight that the actions in this framework are predominantly focused on ensuring compliance by top management echelons with the creation of an enabling organisational and operational environment conducive to achieving equitable outcomes for all persons of concern. The focus has thus been on getting the *process* right. 2009 should be a year of consolidation: of building on strengths and addressing gaps. The Global Accountability Framework and the FOCUS software will need to integrate the accountability actions as these are to be UNHCR's management tools for measuring *impact and accountability*. However, neither of these are expected to become core parts of UNHCR work until 2010 or 2011. It is therefore critical that this AGDM accountability framework remains in force until satisfactory integration into and systematic application of FOCUS and the Global Accountability Framework in all areas and levels of UNHCR work.

Part 4: Annexes

Annex 1 Country/ Regional offices who submitted in 2008-2009

Region	Countries participating in the AGDM accountability framework exercise	Advocacy based operations
ASIA/PACIFIC	**20% of all 2008-2009 participating countries**	
	the Islamic Republic of Afghanistan	Regional Office in Canberra covering Australia, the Cook Islands, Federated States of Micronesia, the Republic of the Fiji Islands, the Republic of Kiribati, the Republic of the Marshall Islands, the Republic of Nauru, New Zealand, the Republic of Niue, Papua New Guinea, the Independent of Samoa, the Solomon Islands, the Kingdom of Tonga, Tuvalu, the Republic of Vanuatu, Palau
	People's Republic of Bangladesh	Japan
	Regional Office in Beijing covering the People's Republic of China (including SARs) and Mongolia	Republic of Korea
	the Republic of India	
	Regional Office in Bangkok covering the Kingdom of Thailand, The People's Republic of Bangladesh, Malaysia, the Lao People's Democratic Republic, the Kingdom of Cambodia, the Socialist Republic of Vietnam, the Republic of Indonesia, the Republic of the Philippines, the Republic of Singapore, Brunei Darussalam and Timor-Leste	
	the Islamic Republic of Iran	
	the Republic of Kazakhstan	
	the Kyrgyz Republic	
	Malaysia	
	the Union of Myanmar	
	the Kingdom of Nepal	
	the Islamic Republic of Pakistan	
	Papua New Guinea	
	the Democratic Socialist Republic of Sri Lanka	
	the Republic of Tajikistan	
	Turkmenistan	
	the Kingdom of Thailand	
AMERICAS	**10% of all 2008-2009 participating countries**	
	Regional Office in Buenos Aires covering the Argentine Republic, the Republic of Chile, the Republic of Bolivia, the Republic of Paraguay and the Eastern Republic of Uruguay	Regional Office in Washington D.C., covering the United States of America and the American Territories, Jamaica, the Republic of Haiti, the Dominican Republic, the Commonwealth of the Bahamas, Antigua and Barbuda, Barbados, the Dominican Republic, Grenada, St Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines and the Republic of Trinidad and Tobago
	the United Mexican States	Canada
	Regional Office in Caracas covering the Bolivarian Republic of Venezuela, the Republic of Suriname, the Republic of Guyana and the Republic of Peru	
	the Federative Republic of Brazil	
	the Republic of Colombia	
	the Republic of Costa Rica	
	the Republic of Ecuador	
	the Republic of Panama	
Middle East North Africa (MENA)	**11% of all 2008-2009 participating countries**	
	the People's Democratic Republic of Algeria	Regional Office in Riyadh covering Saudi Arabia, Kuwait, UAE, Qatar, Bahrain and Oman

	Regional Office in Cairo covering the Arab Republic of Egypt, the League of Arab States and the Palestinian Authority.
	the State of Israel [exemption]
	the Lebanese Republic
	the Socialist People's Libyan Arab Jamahiriya
	the Islamic Republic of Mauritania
	the Kingdom of Morocco
	the Syrian Arab Republic
	the Republic of Tunisia
	the Republic of Yemen
	the Hashemite Kingdom of Jordan
	the Iraq Republic (Amman)
AFRICA	**32% of all 2008-2009 participating countries**
Central Africa and Great Lakes	the Republic of Burundi
	the Republic of Cameroon
	the Central African Republic [failed to submit]
	Regional Office in Kinshasa, covering the Democratic Republic of Congo (DRC) [failed to submit] the Republic of Congo, the Gabonese Republic, the Republic of Equatorial Guinea and the Democratic Republic of Sao Tome and Principe
	the Republic of Congo [failed to submit]
	the Gabonese Republic
	the Rwandese Republic
East and Horn of Africa	the Republic of Kenya
	the Republic of Djibouti
	Eritrea
	the Federal Democratic Republic of Ethiopia [failed to submit]
	the Somali Democratic Republic [failed to submit]
	the United Republic of Tanzania
	the Republic of Uganda
Southern Africa	the Republic of Angola
	the Republic of Botswana
	the Republic of Malawi [exemption]
	the Republic of Mozambique
	the Republic of Namibia
	Regional Office in Pretoria covering the Republic of South Africa, the Republic of Angola, the Republic of Botswana, the Republic of Malawi, the Republic of Namibia, the Republic of Mozambique, the Republic of Zambia and the Republic of Zimbabwe.
	Republic of Zambia
	Republic of Zimbabwe
West Africa	Regional Office in Dakar covering all countries in West Africa, except Cote d'Ivoire and Guinea
	the Republic of Cote d'Ivoire
	the Federal Republic of Nigeria
	the Republic of Benin [failed to submit]
	the Republic of Sierra Leone
	the Togolese Republic
	the Republic of Ghana
	the Republic of Guinea
	the Republic of Liberia

Sudan/Chad Operation	the Republic of Chad	
	the Republic of Sudan	

<table>
<tr><td colspan="3" style="background:orange">EUROPE   27% all 2008-2009 participating countries</td></tr>
<tr><td>the Republic of Albania</td><td>Regional Office in Brussels covering the Kingdom of Belgium, the Grand Duchy of Luxembourg, the Kingdom of the Netherlands and the European Institutions.</td></tr>
<tr><td>the Republic of Armenia</td><td>the Republic of Bulgaria</td></tr>
<tr><td>the Republic of Azerbaijan</td><td>the Republic of Cyprus</td></tr>
<tr><td>the Republic of Belarus</td><td>Regional Office in Berlin covering the Republic of Austria, the Czech Republic and the Federal Republic of Germany</td></tr>
<tr><td>Bosnia and Herzegovina</td><td>the French Republic</td></tr>
<tr><td>the Republic of Croatia</td><td>Ireland</td></tr>
<tr><td>the Former Yugoslav Republic of Macedonia</td><td>Regional Office in Budapest covering the Republic of Hungary, the Republic of Poland, the Slovak Republic and the Republic of Slovenia</td></tr>
<tr><td>Georgia</td><td>Regional Office in Rome covering the Republic of Cyprus, the Hellenic Republic of Greece, the Holy See, the Republic of Italy, the Republic of Malta, the Portuguese Republic, the Republic of San Marino [failed to submit]</td></tr>
<tr><td>Kosovo (Serbia and Montenegro)</td><td>Regional Office in Stockholm covering the Kingdom of Denmark, Estland, the Republic of Finland, the Republic of Iceland, the Republic of Latvia, the Republic of Lithuania, the Kingdom of Norway and the Kingdom of Sweden</td></tr>
<tr><td></td><td>the Republic of Poland</td></tr>
<tr><td>Republic of Moldova</td><td>Romania</td></tr>
<tr><td>Serbia & Montenegro</td><td>the Kingdom of Spain [failed to submit]</td></tr>
<tr><td>the Russian Federation [Exemption]</td><td>the Swiss Confederation</td></tr>
<tr><td>Serbia and Kosovo</td><td>United Kingdom of Great Britain and Northern Ireland [failed to submit]</td></tr>
<tr><td>the Republic of Turkey</td><td></td></tr>
<tr><td>Regional Office in Kiev covering Ukraine, the Republic of Belarus and the Republic of Moldova</td><td></td></tr>
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Annex 2 Details of submissions by Representatives: Compliance, constraints and good practice

A. Non advocacy based Operations

A1 Compliance and Constraints
Actions that were most successfully complied with by participating Representatives in 2008-2009 were:

SGBV Prevention and Response

- *Ensuring Standard Operating Procedures for SGBV response and prevention*: 68% 'fully' complied with, up from 53% in 2007-2008. This finding should be considered in the light of UNHCR's priority performance target of 100% of UNHCR operations having SOPs in place by 2006. The primary constraint cited was socio-cultural obstacles, expressed by 29% of Representatives who could not fully comply with the action. This was followed by lack of staffing (21%). This was the area where most Representatives cited lack of follow up from DIPS/DOS as a constraint, although this was still only expressed by 4% of Representatives who could not tick fully complied with. It was also the third highest action where 'other' was cited as a key constraint (50% of Representatives). Reasons given were lack of internal prioritization due to competing priorities (to be addressed as priority by MFT in 2009), lack of field offices, crisis in country taking precedence, actions underway but more time needed to systematize, lack of national mechanisms recognizing domestic violence and other SGBV concerns. This box was also used by Representatives to reiterate constraints previously mentioned and to add additional comments. It is worth noting that the HC Special Fund was seen as especially important in ensuring that countries could prioritise this action.
- *Analysis and collection of SGBV statistics*: 60% 'fully' complied with, significantly up from 43% in 2007-2008 but still below UNHCR's 2007 priority target of ensuring that 100% of operations have systematic and timely reporting of SGBV prevention and response. Key constraints to compliance were socio-cultural obstacles (30%), lack of staffing (27%) and lack of access to community of concern/ dispersal of community of concern (27%).

Protection of Women and Girls

- *Follow up on women at risk:* 67% responded fully complied with, down from 70% in 2007-2008. As in 2007-2008, the key constraint related to socio-cultural obstacles (reported by 52% of Representatives who could not tick fully complied with). These included fear of stigma, which prevent women from reporting or taking action. Other key constraints related to dispersal of population of concern which made access difficult (24%) and the security situation (20%). This differs from 2007-2008 when lack of financial and staff resources were checked as key constraints (only 12% and 8% respectively in 2008-2009).

AGDM

- *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*: 59% 'fully' complied with, marginally lower than 60% in 2007-2008. By far the greatest constraint expressed by those who could not fully complete this action was the political situation in country (48%), which related to lack of government structures and lack of prioritisation of asylum law by government partners. This constraint was followed by lack of staffing (23%).
- *Availability and analysis of age and sex disaggregated data as a basis to the development of targeted action*: 59% 'fully' complied with, same as for 2007-2008. The primary constraint was overwhelmingly a lack of staffing, particularly to conduct analysis (32%) and lack of access to people of concern (27%). Lack of government capacity to collect disaggregated data was also highlighted. 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.
- *Leadership of the annual participatory assessment exercise*: 55% 'fully' complied with, down from 58% in 2008-2009. The primary constraint related to lack of staffing, making it difficult to involve all staff (44%). Staff rotation also presented a constraint due to the need to coach and train. The need for further staff training was also highlighted.

These figures are a positive indication of UNHCR taking important steps towards AGDM, the enhanced protection of women and girls and SGBV prevention and response. However, they

do also reveal 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.

Actions fully complied with by 43% to 51%[8] of Representatives:

SGBV Prevention and Response

- *Meeting with Government and other partners to ensure effective responses in the areas of legal justice, security, health and psycho social care and training on the Secretary General's Bulletin on Sexual Exploitation and Abuse*: 49% 'fully' complied with, up from 43% in 2007-2008. The primary constraints cited were the political situation (29%) and 'Other' (53%). Specific reasons given included uneven commitment of government stakeholders, requiring significant and ongoing training and awareness raising activities, delays in the judicial system and policing, low conviction rates, partners not attending UNHCR training or refusing to see their responsibility in the process, UNHCR being not allowed to disseminate relevant materials on women's rights or SGBV, partner denial of SGBV being an issue; the lack of a national government focal point on SGBV; lack of knowledge on the Secretary General's Bulletin on Sexual Exploitation and Abuse and challenges posed by weak national legal frameworks

Protection of Women and Girls

- *Representation of women in people of concern's management and decision making structures*: 48% 'fully' complied with, up from 45% in 2007-2008. The key constraints referred to lack of organized groups of people of concern (44%) and socio-cultural obstacles (39%) with women being reluctant to speak out and difficulties in ensuring female representation more broadly (security, stigma etc.).

AGDM

- *Leadership of the Multi-functional Team*, central to achieving AGDM: 47% fully complied with, up from 41% in 2007-2008. 100% of operations should fully comply with this if the 2007 performance target was to have been met. 65% of Representatives who could not fully comply with this action cited the lack of staffing as a key constraint. This was followed by lack of access to people of concern (35%). It is worth noting 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 DIPS.

- *Ensuring that participatory assessment outcomes are reflected in budgeting and planning*: 48% 'fully' complied with, down from 51% in 2007-2008. The primary constraints to compliance with this action were lack of resources (finance) (51%) and lack of resources (staffing) (31%). The latter being due either to lack of training/capacity or rotation. Lack of finances meant that not all participatory outcomes could be included in budgets and planning. However, it is important to note that countries citing this constraint must specify this in the unmet needs section of the COP. This was discussed during spot check discussions and hopefully will lead to further internal discussion within UNHCR. It is also important to note that 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 clear understanding of availability of financial resources.

Protection of children, including adolescents

- *Increasing primary school enrolment by 10%, with gender parity*: 44% 'fully' complied with, slightly up from 43% in 2007-2008. The primary constraints to compliance with this action were financial (33%). This was followed by socio-cultural constraints (29%) in the form of girls' access to schooling, poor quality of state schooling and language constraints. Security, lack of partner engagement, lack of staffing and lack of access to communities was also cited as constraints by participants. 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.

Actions fully complied with by less than 43% of Representatives:

Protection of Women and Girls

- *Individual registration of women of concern and provision of documentation*: 39% 'fully'

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

complied with, down from 51% in 2007-2008. The overwhelmingly primary constraint related to the political situation (42%). Examples given included lack of government prioritization, lack of government recognition of refugee status, lack of government systems for providing registration and lack of UNHCR access to all persons of concern.

Protection of children, including adolescents

- *Ensuring 100% birth registration and documentation*: 41% 'fully' complied with, down from 49% in 2007-2008. As with registration of women and girls, the primary constraint to complying with this action is the political situation (32%). Examples given as constraints to full compliance included the lack of relevant documentation for national populations which makes it impossible to distribute them to refugees, provision of UNHCR attestation letters does not necessarily lead to government issuance of certification, national legislation may not allow for formal birth certificates to some foreign children, including those born to asylum seekers. Again 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.
- *Identification of the capacities, resources and management structures of people of concern to support protection and durable solutions strategies*: 39% 'fully' complied with, down from 40% in 2007-2008. The political situation was cited as the single largest constraint (37%). Examples given included lack of partner engagement, lack of capacity among populations of concern, general weakness of civil society structures and engagement, illegal status of many makes it hard to engage them in influencing government and other policies.
- *Targeted action for adolescent girls and boys to ensure that their specific needs are addressed*: 36% 'fully' complied with, down from 41% in 2007-2008. The overwhelming constraint related to lack of financial resources. Many operations cited examples of targeted action but explained the resource challenges faced in upscaling these, others prioritized the needs of children where resources limited, others the costs involved in engaging specialist staff and others the lack of national structures for supporting vocational training and other related activities.
- *Implementation of the UNHCR Best Interests Determination (BID) guidelines*: Only 31% of offices reported that they had fully complied with this action, down from 33% in 2007-2008. Again, it must be noted that UNHCR has a performance target of 100% of operations having implemented BID guidelines by the end of 2007. The primary constraint cited was that this was lack of resources (staffing) (37%), primarily relating to the technical capacity of staff or lack of staffing numbers to form BID panel. Other examples given were lack of partner implementation of BID, existing implementation of BID without formal adoption of the BID framework, lack of government support in tracing, BID not registered in ProGres, no unaccompanied or separated children in country[9], processes in place and time now needed for implementation.

It is worth noting again this year that some Representatives ticked 'not at all' completed but when the textual responses given under the constraints section were assessed, it became clear that important actions *had* been taken to further the overall goal. It is therefore clear that some Representatives have underestimated their inputs. On the other hand, some Representatives ticked 'fully' completed 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.

A2. Good Practice Examples
Representatives of Non advocacy based operations
73% of Representatives provided examples of what they considered to be good practice,

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[9] This indicates lack of understanding of the BID guidelines, which state three situations in which a BID has to be conducted with two related to unaccompanied and separated children and one to the possible separation of children from their parents against their will because of abuse.

including good leadership practice, in response to the specific good practice question. Other examples of good practice were also provided where 'fully' complied with was ticked.

By way of illustration, the following examples have been pulled out from the responses to the good practice question. While some of these should be standard practice, they are often not. The examples given highlight pro-active action taken by individual Representatives/ Country Offices and it is hoped that they will inspire others to follow suit.

Accountability Target	Action 2008-2009
Age, Gender and Diversity Mainstreaming	-Adapting the PA tool and systematization forms to allow for ongoing weekly participatory assessment and feedback to persons of concern. This approach has not led to raising of expectations, as some offices have experienced when doing a one off PA exercise, but to greater partnership working, ongoing dialogue, addressing of expectations as they arise and understanding by all concerned. - Selection of a specific topic for focus group discussion (SGBV) further to reluctance to speak on the topic by people of concern. -MFT meeting 2x month and inclusion of person of concern directly when relevant through field visits - Design of community building projects targeting specific needs and skills of women and young people with local population, person of concern and other partners, based on findings of 10 participatory assessments in selected communities - After compilation of PA findings, Representative called a meeting with refugee committees, partners and the MFT to share the findings and discuss them. This led to the prioritizing of a need expressed by refugees and not considered before: the issuing of hard, plastified ID format cards in the absence of government issuing of formal ID cards. - Leading negotiation with government, informally and formally, to have access to detention camps and setting up of refugee committees, with representation of women and adolescents. Regular request from staff for updates on meetings with these committees and personal attendance at them four times per year. Also proactive advocacy in bringing other partners to the detention camps. - Invitation of key local community leaders, government ministries and community health officers to the PA exercise so that they could give on the spot responses and take responsibility for follow up of concerns expressed by person of concern. -Personal leadership in international fora and development processes to ensure that the needs of refugee women, children and other vulnerable groups were addressed. Openness to learning from the PA and rapidly integrating these findings into the 2009-10 COP exercise. - Regular encouragement of staff and partners to engage in participatory manner with person of concern and leading by example in allocating considerable time to meeting person of concern, including ensuring that person of concern have confidential access to the Representative. - Setting up of practical outreach programmes, including PA and psychological and material assistance. - Taking chair of UN Theme Group on Roma ensuring UNHCR in leadership position. - Setting up a manned telephone Infoline allowing those with difficulty accessing office (women with small children, elderly, persons with disabilities, those in remote areas) being able to maintain contact with office at low cost. - Ensuring that staff systematically prioritise supporting most vulnerable groups, from registration phase onwards. - Ensuring country strategy is rights based and applies a community based approach. - PA adapted and used as an 'indispensable' tool for planning activities.
Enhanced protection of women and girls	-UNHCR Representative and other female staff participated in gatherings of refugee communities to show by example the possibility and necessity of including women in decision making processes -Organisation of separate meetings with refugee women and girls at UNHCR office with aim of empowerment -Joint assessment in collective refugee centres has improved security for women headed households and young girls - On taking up office, Representative organized meetings with refugee leaders, requesting a separate meeting with refugee women. - Pioneering safe house network for women at risk and ensuring that other actors support these through creation of a special fund/ Continued support of a Women's Centre - Capacity building of female health and hygiene promoters to ensure special and confidential treatment of female health issues. - Ensuring representation of women and other groups in the terms of reference of refugee committees
Enhanced protection of children, including adolescents	- Establishment of youth groups to facilitate young persons' discussion and support them to engage in follow up action - Targeted assistance for vulnerable children, including monthly allowance, infant starter kits, post natal health service, legal aid for birth registration, issuance of birth certificates and regulation of citizenship. - Development of Enhanced Registration allowed for identification of children without birth certificates and real information about their needs to support advocacy efforts. - Birth registration priority activity with awareness raising among person of concern as

	to importance of personal documentation - All camps have youth centres that provide skills training and recreational activities, managed in close collaboration with refugee community.
SGBV	-Commissioning of a study and awareness raising seminars on SGBV and special focus during PA exercise had positive results, compared with previous comments from person of concern that UNHCR interfering with their private lives. -Mainstreaming of special project on displaced and returnee victims of domestic violence and trafficking through health care, education support and economic empowerment: economic empowerment in particular had great impact on psychological wellbeing -Setting up of women's groups to enable those affected by SGBV to access counseling and informal discussions with other women - Personal involvement with prosecution of two particular cases, including obtaining resettlement for one survivor. -Preparation of a TOT guide on conducting gender and SGBV awareness raising sessions. - Ensuring wide dissemination of SGBV SOPs, guidelines and protocols among all stakeholders. - Initiating a UN and NGO SGBV working group - Introduction of SGBV training into all training for civil and military officials, together with partners.

Representatives of Advocacy Based Operations

The selection below provides a few of those activities conducted in 2008-2009 which are illustrative of the type of personal engagement by Representatives that can lead to enhanced AGDM outcomes:

- Representative, Senior Protection Officer and Resettlement Officer comprise a multifunctional team in dealing with AGDM issues.
- One Legal Officer tasked to assure that all work plans and implementation adequately assure an AGDM component. This individual also assures that annual reporting adequately reflects the work of the Office in this area.
- Close personal involvement with raising SGBV issues among rural refugees in Papua New Guinea and insistence on appropriate state action to safeguard the victims and prosecute those responsible.
- Organising a session in the Children's Parliament with refugee children and children with subsidiary protection status.
- The Representative took personal responsibility for ensuring that the AGDM methodology was adapted to operational context, that staff and partners were fully engaged, that AGDM findings were incorporated into planning and a regional report published and widely disseminated.
- The Representative spearheaded a fact-finding mission of 11 European countries to Syria and Jordan to advocate for resettlement of Iraqi refugees. This led to a major German resettlement programme and consideration of resettlement by several others.
- As a result of efforts deployed in the context of AGDM activities, the office has been included in the government's newly created working group on trafficking of human beings. This inclusion results from the understanding that trafficking victims may also be in need of protection under asylum law.
- Systematic promotion of resettlement led to the adoption of a resettlement quota for 2,500 refugees from Iraq and the conclusion of a cooperative agreement with the Government of Germany leading to particular attention being given to vulnerable children, women, elderly and to a non-discriminatory approach with regard to religion or ethnic origin.

Annex 3 Examples of Good Practice by Bureau Directors

Examples of good leadership practice include:

Follow up with Representatives
- o AGDM is included in Europe Bureau Director's objectives which are cascaded to those of the Deputies and Representatives in the field.
- o Discussions on accountability have taken place during Representatives meetings (All Bureaux).
- o There are standing instructions that all staff from Asia Bureau visiting countries look specifically into implementation of AGDM.
- o Results of accountability framework from country offices in Africa were summarized into a matrix used as a monitoring and follow-up tool.

Compliance with SGBV accountability actions
- o Considerable funds have been resourced for SGBV with the HC's Special Project in 16 countries in all five regions and covering notably SGBV training and awareness raising for staff and local authorities, community mobilisation to set up safety networks, support for safe shelters for survivors, support for vocational training and income generation activities.

Sharing of good practices
- o A 'best practice' report from the Regional Representation in Budapest was shared widely within HQs and the field.
- o Guidelines on all issues referring to AGDM have been disseminated by the Bureau for Europe to the field along with instructions for their use and further sharing with Governments and other partners.
- o References to AGDM are integrated in various documents issued by the Bureau.
- o AGDM-related documents have been made available to refugees in their own languages, empowering especially women.
- o The Regional Community Services Officer for the Americas has elaborated a plan of action for the protection of children of concern and shared it with DIPS and DOS.
- o A 'Roundtable on Inter-agency dialogue on unaccompanied children and adolescent and migrant women" composed of UN agencies and governments and created by UNHCR is meeting regularly.

Fundraising for implementation of participatory assessment findings
- o Wherever participatory assessments were made, the results have been used to advocate with donors for funding.
- o Some of the donors, such as the EU, have particular requirements in regard to funding submissions not allowing to highlight issues other than included in the format. Key messages on protection were prepared to be used on advocacy efforts.
- o Specific funding proposals have been made to a number of funding sources, such as Human Security Trust Fund (HSTF) Central Emergency Response Fund (CERF) and others.
- o AGDM activities resulting from Global Needs Assessment exercise are part of the Bureau fundraising strategy and funds have been obtained for women at risk within the Regional Solidarity Resettlement Programme.

Mission visits
- o AGDM-related discussions when on mission are more and more systematic, as well as meeting with women leaders and representatives.
- o Despite the short duration of missions, due regard to AGDM issues is given in the discussion with Representatives and field visits, including for the HC, and are organized in AGDM-sensitive manner.
- o A comprehensive operation review takes place after each field mission undertaken by the Desk Officers. During this review, empowerment and protection of women, children, persons at risk or other discriminated groups is discussed.

Annex 4 Examples of Good Practice by Other Senior Managers

Director of DOS
- The specific needs module of ProGres has been reviewed with a view to align it with new tools including the Heightened Risk Assessment tool which already takes into consideration age and gender diversity issues.
- The annual and quarterly statistics report requests offices to disaggregate all statistics by age and sex whenever possible. (However, disaggregation by age and sex is not yet fully reflected in these reports).
- AGDM approach has been fully integrated in the content of a number of the key Workshop on Emergency Management (WEM) sessions, such as Introduction to UNHCR Emergency Management, Protection in Emergencies and Resource Management. In 2008, a total of 159 WEM/Emergency Team Response (ERT) and standby partners (107 UNHCR and 52 non-UNHCR) were sensitized on AGDM and the participatory assessment toolkit was distributed.
- AGD analysis has become an integral part of the Operational Planning exercise during the four-day simulation to help design Country Operations Plans and project descriptions.
- Participatory assessment has been included in the trainings that the Emergency Shelter cluster has conducted as well as in the Operational Data Management Learning Program and the Education training.
- Any assessment processes on food and nutrition are done using participatory assessment.

Director of DIPS
- Personal commitment from the Director who provided strong support to all Division activities, especially those of CDGECS at all levels. This has demonstrative effect which cascades.
- All the key policy and operational DIPS documents, such as the Note on International Protection and Protection and eligibility guidelines, have stipulated dimensions relating to gender, diversity, children and other relevant aspects of AGDM.

Director of DER
- While the Division did not undertake its own participatory assessments as a Headquarters group, all activities and efforts in DER reflect the overall approach of the Office- reporting on and communicating the full range of endeavors to meet the AGDM agenda.
- AGDM considerations and analysis are mainstreamed into all DER publications, donor reports, press releases, and reports to other UN bodies.
- DRRM organised Donor Missions to allow donors to contribute to AGDM discussions in the participatory planning process at the country level as well as to give them the opportunity to visit operations to experience implementation of AGDM activities
- DRRM reviewed individual operations and project submissions, targeting appropriate funding sources as necessary in order to ensure that projects benefitting women, children, and others with specific needs receive adequate funding.
- The Communications Service produced and/or disseminated a wide variety of public information materials highlighting age and gender issues in UNHCR operations worldwide, including hundreds of website stories and photos; videos; briefing notes for the twice-weekly press briefings at UNOG; online photo features; and online updates for the Refugee Women and Refugee Children sub-sites on the UNHCR website.

Assistant High Commissioner (Operations)
- Meetings with women leaders and representatives during all her missions in 2008: This include missions to Tanzania, Burundi, Egypt, Yemen and Iraq.
- Meetings with multi-functional teams, both at the Branch Office level and at the Field Office level, to discuss their performance, problems, achievements and plans. Separate meetings have been held with each Representative to discuss his/her performance and the feedback received from their respective teams. This has proven extremely useful in giving practical guidance on their responsibilities.
- Through contacts with other agencies, principally UNDP and WFP, ensured that refugees, IDPs and host populations were included in development planning and

implementation of projects. In 2008, this largely centred around "One UN" country programmes, highlighting the needs of women and children.

<u>Assistant High Commissioner (Protection)</u>
- Meetings with refugee women in all field missions which inter alia focused on physical security and safety of women and children, reflected in subsequent recommendations (e.g East Sudan and South Africa missions).
- Made education of children a particular subject of recommendations, including during HC's Protection Dialogue.
- Oversaw the roll-out of AGDM Accountability framework to field and made AGDM a particular focus of meetings with Bureau Directors, Regional Representatives meetings and Troika meetings.
- Reinforced AGDM concerns through Regional Representatives' meetings.
- Led the Steering Committee of Women Leading for Livelihoods initiative.
- Made a keynote policy speech to a major international Conference in Washington on rights of unaccompanied children and child asylum seekers.
- Met with key players to develop complementary activities. This included the development of the '"At Risk Identification" tool in follow up to the Excom Conclusion and support to obtain national government funding.

<u>Deputy High Commissioner</u>
- Addressed the NGOs in every consultation held at HQ and spoke about the critical importance of the GNA for more complete implementation of the AGDM framework.
- Personally followed programs that respond to the needs identified through this process, such as fuel efficient stoves in Chad.
- Member of the Board of Vital Voices, the foremost advocacy group fighting for the empowerment of women and against the trafficking of women.

<u>High Commissioner</u>
- Emphasized the importance of AGDM in all field missions in 2008, including to Afghanistan, Pakistan, Iraq, Kenya, Uganda, Tanzania, Yemen and Georgia.
- Continuously emphasized AGDM in Heads of Agencies fora and as part of accountability to beneficiaries (Peer Review, Standing Committee for Humanitarian Response)
- High Commissioner's Special Initiative on SGBV was reinforced and mainstreamed.
- Issues relevant to AGDM in the urban context have been identified throughout 2008 and will receive particular attention in 2009's focus on urbanization and refugees.
- New initiatives were begun in 2008 on water/sanitation and the prevention of anaemia. The latter is particularly important among children if a decent chance at a decent life is to be ensured.

Annex 5 Accountability Framework for AGDM and Targeted Action to Promote the Rights of Discriminated Groups- Explanatory Narrative

The accountability framework provides a methodology for ensuring the implementation of UNHCR obligations concerning age, gender and diversity mainstreaming using a rights and community based approach and targeted action for women, children and other discriminated groups. These obligations are derived from Executive Committee conclusions and existing policies.

Purpose of the Accountability Framework
- To establish minimum standards of office practice to create an enabling organisational and operational environment that is conducive to achieving equitable outcomes and gender equality for all persons of concern, regardless of sex, age and background.
- To support staff, especially managers, in meeting their commitments by laying down clear responsibilities and commitments/activities for the mainstreaming of age, gender and diversity concerns into all UNHCR activities.
- To encourage transparency and be seen as a process for organisational learning and improving the impact of work with people of concern
- To identify global and regional trends over time and identify areas where further support, be it financial or technical, is needed.
- To provide clear responsibilities for all staff at different levels. Reporting will be required of Country Representatives, Regional Bureaux Directors, Directors of Operational Support Services, Protection Services and External Relations, Assistant High Commissioners, the Deputy High Commissioner and the High Commissioner.
- To demonstrate organisational leadership by placing accountability with senior management and to show a commitment to go beyond rhetoric.

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 academic and 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.

Context
- 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. At the Global Representatives' meeting, he stated that he wanted UNHCR to be able to demonstrate progress in both these areas and be a lead agency in gender mainstreaming.
- 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.
- As the Headquarters and field review also consider accountability the approach has been shared with the responsible team.

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. There will also be an option for noting personal reflections and to share good practice. It is not expected that all actions will be fully met at first. This is a long term tool that seeks to identify trends and areas for improvement and of compliance.

- Nothing new will be brought in. All actions are taken from existing commitments, principally Ex. Comm. Conclusions and the Global Strategic Objectives, and will refer to existing, readily available tools.

- 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. Actions will be sufficiently specific to ensure that the fully/partially/not at all format is not rendered invalid. 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.

- Forms will be completed online on the intranet. Software will be used to analyse annual inputs and explore compliance rates. Submissions will be available on the intranet only, although may be made available to external partners upon request, if appropriate. A summary analysis will be made available of the internet.

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, Annual Protection Reports, 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 and taking into account the UNHCR Financial Empowerment and Accountability framework.
- 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?	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.
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?	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

Goal: Equitable outcomes and gender equality for all persons of concern, regardless of sex, age and background

Accountability for What?

Objective: An enabling organisational and operational environment that is conducive to achieving equitable outcomes for all UNHCR people of concern

Result:
All UNHCR staff in the country operation base their protection and programme planning, design, implementation, monitoring, evaluation and follow up action on participatory assessment with women, men, girls and boys and on age, gender and diversity analysis using a rights and community based approach.

Result:
Enhanced protection of children of concern, including adolescents, through the application of multi-sectoral child protection systems.

Result:
Enhanced protection of women of concern to UNHCR of all ages and backgrounds through the systematic application of Ex Com resolutions and UN Security Council Resolution 1325.

Result:
UNHCR globally responds to survivors of SGBV and works to prevent SGBV through standard operating procedures with an inter-agency, multi-sectoral mechanism.

Mainstreaming Actions
Participatory Assessment
Multi Functional Team
Age gender and diversity analysis
Rights and community based approach
Actions for older persons and persons with disabilities.

Actions to protect the rights of children and youth
Basic education
Registration
Tracing and re-unification
Monitoring of care arrangements
Targeted action for adolescents

Actions to protect the rights of women
Individual Registration and Documentation
Representation and meaningful participation
Implementation of UN SC Resolution 1325

Actions to protect persons affected by/and or at risk of SGBV
Standard Operating Procedures
Prevention
Legal remedies
Data collection

Accountability How?

Age, gender and diversity mainstreaming through a rights and community based approach

Targeted actions to address the discrimination of children, youth, women and persons affected by/and or at risk of SGBV through application of a rights and community based approach

Whose Accountability?

High Commissioner

Asst High Commissioner: Operations

Asst High Commissioner: Protection

Deputy High Commissioner

Regional Bureau Directors

Director Operational Support Services

Director Department of Protection Services

Director Department External Relations

Country/ Regional Representative

People of concern

National Governments and IPs