

HEADQUARTERS

| Executive Direction and Management |

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

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

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

UNHCR reform initiatives continued to be implemented in 2009 with further decentralization, regionalization and outposting and the introduction of a new budget structure. IGO inspections are monitoring the impact of these ongoing reforms.

During the year, the IGO implemented 85 per cent of the recommendations from the Independent Panel Review of the IGO undertaken by the European Anti-Fraud Office (OLAF) in 2008. These have helped to strengthen and make more transparent the policies and procedures used by the IGO in carrying out inspections, investigations and ad hoc inquiries, while maintaining the appropriate confidentiality.

A new Inspector General took up his functions in 2009, and has since developed a "Road Map" to further reinforce the quality of the administrative and operational management, including accountability, within UNHCR; to strengthen mechanisms for ensuring systematic follow-up and implementation of IGO recommendations; to help the IGO earn a reputation as an impartial and independent entity within UNHCR by providing an objective perspective to inspected units/operations on their performance; to

enhance transparency and reinforce the sense of equity and fairness in investigations and throughout UNHCR's administration of discipline; and to ensure the IGO acts as a honest broker in providing advice and recommendations on difficult issues confronting UNHCR's senior management.

During 2009, the **Inspection Section** undertook standard inspections of UNHCR's operations in Algeria, Egypt, Cameroon, Canada, China (including Hong Kong and Mongolia), the Confidence Building Measures (CBM) in favour of Sahrawi refugees, Ecuador, Eritrea, Guinea, Kosovo (Serbia), Lebanon, the Libyan Arab Jamahiriya, Tajikistan and the United States of America, and the Programme Budget Service. Compliance missions were carried out in the Democratic Republic of the Congo and Mexico. Inspection recommendations were geared towards improving the effectiveness of the operations, enabling managers and staff to take corrective action, and identifying good practices. An analysis of compliance with inspection recommendations showed that over 90 per cent are either implemented or action is under way.

Some of the key findings in 2009 related to the following:

- While country offices have become more responsive to external queries, a systematic information-sharing mechanism would help operations to strengthen relations with the diplomatic community; to raise awareness of the Office's role, build support for its strategies and activities, and mobilize donor support.
- The majority of offices have established multi-functional teams, yet there is room for further improvement, particularly in the areas of strategic development and the policy decision-making process.
- Resource constraints (human as well as financial) continue to negatively affect the ability of field offices and Headquarters to ensure adequate protection and assistance to persons of concern. In the case of regional offices, additional resources are crucial to discharge their responsibilities following decentralization and regionalization reforms.
- A number of operations were still weighed down by heavy reporting requirements, especially where there are many different sources of funding.
- Most operations have clearly articulated protection strategies but in some cases, longer-term national protection strategies need further refinement.
- Some offices lack standard procedures for their protection work, even in key areas such as refugee status determination and sexual and gender-based violence.
- While there is growing awareness of the emphasis being placed on the prevention and reduction of statelessness, staff both at Headquarters and in the Field, still have a limited knowledge of the Office's mandate for stateless persons.
- While sub-agreements with implementing partners are increasingly being signed on a timely basis, additional efforts must be made to optimize the implementation time and thus achieve the desired results.

- While many offices have reported in detail using UNHCR's standards and indicators, others have not. Additional training in this area is therefore needed.
- Implementing partners require additional training in programming, especially in view of the recent introduction of UNHCR's results-based framework.
- Further training and capacity building is needed in field operations for UNHCR staff and partners, especially national NGO implementing partners.
- Insecurity in certain countries impeded access to persons of concern, while security requirements and Minimum Operating Security Standards (MOSS) often hindered access by refugees to UNHCR offices, especially in urban areas.
- In a number of locations, staff reported that they were performing their functions under considerable stress, mainly due to harsh living environments, physical insecurity and job instability.
- The affiliate workforce continues to be entrusted with core functions in many locations.

In 2009, the IGO introduced its revised inspection strategy to improve the annual inspection planning process; create a predictable inspection roster; narrow the scope of standard inspections; and develop and update inspection tools. The Inspection Handbook was updated to reflect, among other things, a 3-month time-frame for report completion. An updated inspection database was created; a template for inspection reports will be tested in 2010; and electronic confidential staff questionnaires were introduced in 2009. Finally, the Inspection Checklist was revised to reflect organizational reforms.

Three inspection training workshops conducted in 2009 reinforced the skills of 33 members of the inspection roster. Periodic development of inspection skills is required as IGO missions use multi-functional teams composed of staff with functional expertise in protection, programme and administration/human resources.

The **Investigation Section** opened 112 cases of alleged staff misconduct during 2009. This number remained consistent with that of the previous year. The IGO also received a further 750 complaints, with a particular increase in the number of on-line complaints lodged by persons of concern. The majority of these complaints were referred to the appropriate Divisions/Desks for action, as they did not constitute impropriety by UNHCR staff members.

The Investigation Section continued to receive allegations of misconduct that could directly affect UNHCR beneficiaries. These included alleged third-country resettlement fraud and other misconduct related to refugee registration, refugee status determination, sexual exploitation as well as the provision of material assistance. The number of such cases was stable as compared to the previous year and represented 19 per cent of total complaints.

The number of workplace/abuse of authority cases increased in 2009 when 32 workplace harassment cases were opened.

An ad hoc inquiry into the three violent attacks on UNHCR staff members in Pakistan during 2009, which led to three deaths and one kidnapping, was carried out in September and October 2009, and a report was submitted to the High Commissioner on 30 November 2009.

UNHCR's office in New York continued to represent UNHCR at UN Headquarters and to promote the

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

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

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

In 2009, the **Policy Development and Evaluation Service (PDES)** worked closely with the High Commissioner and the Executive Office to bring greater effectiveness to UNHCR operations and to ensure that the organization's policies are coherent and consistent.

PDES collaborated with the Division of International Protection (DIP) to ensure that the findings and recommendations of an independent evaluation of UNHCR's role in preventing and responding to sexual and gender-based violence were effectively utilized in the formulation of a three-year organizational strategy on this issue. The Service also commissioned a global and independent review of the implementation of UNHCR's age, gender and diversity mainstreaming initiative.

The Service carried out an extensive programme of work on the issue of urban displacement. This included a review of UNHCR's recent experience in relation to Iraqi refugees in urban areas of Jordan, Lebanon and the Syrian Arab Republic, which provided the basis for the finalization of UNHCR's new urban refugee policy, issued in September 2009. This work also contributed to the December 2009 meeting of the High Commissioner's Dialogue on protection challenges in urban settings, for which PDES developed the concept note. Following the publication of a PDES workshop report on the use of cash grants in reintegration programmes, the Service undertook a review of the use and impact of such grants in Burundi. A real-time evaluation of UNHCR's shelter grant programme for IDPs in northern Sri Lanka was also initiated and will be finalized in early 2010.

The Service commenced reviews of UNHCR's role in mixed migration situations, beginning with the Spanish Canary Islands, Italy and Morocco. PDES continued to represent UNHCR in the Global Migration Group and Global Forum on Migration and Development (GFMD).

PDES represents UNHCR in the Steering Committee established for the second phase of the inter-agency

evaluation of the cluster approach. In late 2008, the Service organized a lessons-learned workshop on UNHCR's engagement with integrated UN missions. A report of that meeting and a draft policy guidance note on the issue of integrated missions were published in 2009. In association with other Headquarters entities, PDES also undertook a review of the humanitarian space challenges encountered by UNHCR.

PDES led UNHCR's involvement in a "peer review on accountability to disaster-affected populations", which is an initiative of the Steering Committee for Humanitarian Response (SCHR), an alliance of nine major international humanitarian organizations and networks. The Service also represented UNHCR in a number of IASC working groups and international conferences on climate change, natural disasters and human displacement. PDES worked with IOM to produce a joint article on the relationship between environmental factors and human mobility for UNFPA's 2009 State of World Population report. PDES also published a study on household energy strategies in refugee and displaced persons camps.

PDES staff met Executive Committee members on an informal basis in February 2009 to discuss the Service's functions and work programme. PDES also contributed to a donor briefing on the Iraq situation in June 2009. The Service strives to maintain a close working relationship with Executive Committee members that conduct or commission evaluations of UNHCR programmes so as to avoid any duplication of activities. PDES continued to represent UNHCR in relation to the United Nations Evaluation Group (UNEG) and the Active Learning Network on Accountability and Performance in Humanitarian Action (ALNAP).

In 2009, PDES published 19 papers in the series "New Issues in Refugee Research". The Service also contributed chapters to a book on protracted refugee situations and another volume on post-conflict peacebuilding, and is a regular contributor to "Forced Migration Review".

| Deputy High Commissioner |

The Deputy High Commissioner oversees and provides strategic leadership for all functions related to the managerial, financial and administrative running of the Office. In 2009, the Deputy High Commissioner's focus was on the coordination of a series of organization-wide structural changes covering a range of management, financial and operational functions at Headquarters and in the Field. Building external support for the newly-introduced reforms was also a top priority, with strong donor confidence translating into a fully-funded 2009 budget at a higher level than in previous years. The Controller and Director of the Division of Financial and Administrative Management, as well as the Directors of the Divisions of Human Resources Management, External Relations and Information Services and Telecommunications all report directly to the Deputy High Commissioner who also supervises the Heads of the Legal Affairs Section and the Office of Organizational Development and Management and the Ombudsperson.

The **Legal Affairs Section** dealt with UNHCR's non-refugee-law-related legal matters and in this context provided expert advice primarily in relation to questions of

privileges and immunities of UNHCR officials, cooperation agreements, cases in the UN internal justice system, commercial contracts, fundraising and procurement as well as legal issues with host governments.

In 2009, the office of **Organizational Development and Management** (ODM) concluded the reforms begun in 2006. It focused on facilitating the decentralization and regionalization process and the Headquarter's restructuring, as well as leading the roll-out of results-based management tools and methodologies, including the results framework, the Global Needs Assessment, *Focus*, the Global Strategic Priorities and the Global Management Accountability Framework.

The introduction of new planning and budgeting tools to all operations and the implementation of shared results-based functionality in PeopleSoft, and *Focus*, were significant challenges in 2009. By the end of the year, the organization made its transition to a results-based assessment, planning and budgeting system. For the first time, the staff and administrative costs of all operations, as well as operational budgets, were systematically aligned to the results they are intended to achieve. Moreover, a common set of indicator were used to determine the current situation of people of concern, the intended impact of planned interventions and targets to measure performance. An online global view of the data collected through *Focus* was made available to offices worldwide in the parallel application, *Global Focus*.

In 2009, UNHCR mapped the accountabilities, responsibilities and authorities of country offices, regional offices and Headquarters in an online tool accessible to all staff. The tool includes links to policies, standards, rules and procedures that make up UNHCR's system of accountability. To enhance personal accountability, ODM began incorporating accountabilities, responsibilities and authorities into job descriptions.

In addition, ODM was responsible for overseeing the Canadian Consultant Management Initiative (CCMI). Established by the Canadian International Development Agency (CIDA), the CCMI aims to improve UNHCR's management systems by funding small projects that will have concrete and catalytic results on operations. In 2009, ODM renegotiated the CCMI agreement with CIDA, vetted submissions for the next instalment of CCMI funds and communicated CIDA's subsequent endorsement to the concerned divisions.

In October 2009, ODM transferred responsibility for improving results-based management in operations to the new Division for Programme Support and Management.

| Division of External Relations |

The Division of External Relations (DER) is responsible for mobilizing political and financial support for UNHCR. It is also tasked with supporting the Office's governing bodies and maintaining relations with partners, including those in the UN system and NGO sector.

The **Donor Relations and Resource Mobilization Service (DRRM)** is responsible for relations with the governmental donor community and resource mobilization. The Service seeks to provide donors with a clear understanding of UNHCR's objectives, resource requirements and information on all other issues which might affect donors'

funding decisions. At the same time, DRRM provides feedback to senior management and operations on donors' concerns and views on UNHCR's operations and policies.

In order to maximize potential resources, DRRM provided donors with regular briefings, organized consultations and visits to donor capitals, and facilitated missions to areas of operations. DRRM coordinated with other agencies and provided guidance, mainly to field offices, on how to access pooled and decentralized funds at the field level, as well as emergency response funds. The Service prepared special funding submissions and reports for individual donors, and coordinated UNHCR's submissions for multi-agency appeals and inputs to the Consolidated Appeal Process.

During the year, the Service coordinated the preparation of the Global Report 2008, Global Appeal 2010-2011 and 10 Supplementary Appeals in addition to 19 Supplementary Programmes included in the 2009 Global Appeal Update. These are key documents that generate funds needed for UNHCR's operations worldwide and satisfy the majority of donors' reporting requirements. At the end of the year, DRRM and the Secretariat organized the annual Pledging Conference in Geneva. Please see the "Funding UNHCR's programmes" chapter for more details on fund raising.

The **Private Sector Fund Raising Service (PSFR)** raises awareness and funds for UNHCR's programmes, engages the public to increase support for refugees and strengthens the Office's image. The service includes a decentralized International Fund Raising Unit which supported fund raising in 12 countries in Asia, the Americas, Europe and the Middle East through a network of national associations and country offices, coordinated by regional fund-raising officers based in Brussels, Hong Kong, Rome and Washington, DC. The Service also comprises an International Corporate and Foundations Partnerships Unit.

PSFR directs fund-raising market development and manages the Income Growth Investment Fund as well as international corporate and foundation partnerships. An unprecedented amount of USD 50.7 million was raised in 2009, the third year of a five-year investment plan for private sector fund-raising.

Among the most effective of PSFR's individual fund-raising strategies is the street fund raising advocacy programme, known as 'face-to-face fund raising'. Teams of fund raisers in numerous cities around the world approach individuals to inform them of refugee issues and ask them to support the organization financially through monthly gifts. On average, it is estimated that a monthly donor will stay with the organization, providing unearmarked funds, for five to seven years. Following the success of the face-to-face programmes in Australia, Germany, Hong Kong (SAR China), Italy, Japan, Spain and Thailand, PSFR launched tests programmes in the United States and Canada in 2009.

To ensure future growth and predictable revenue, PSFR continues to develop and test new fund-raising programmes in different markets. Direct television, a technique where large audiences are exposed to television commercials focusing on the organization's humanitarian work and asking for financial support, was tested successfully in Italy and Spain in 2009.

The **Communications Service** disseminates information on UNHCR's work and raises and sustains awareness about the Office's advocacy efforts on behalf of all persons of concern.

In 2009, the Communications Service assumed broader responsibilities, including in relation to an ongoing branding exercise; management of the Goodwill Ambassadors' programme; the redesign of the English language website; and expansion of UNHCR's social media channels.

The work of the Media Unit mirrored the developments related to UNHCR's activities across the globe. The Unit produced 579 news items in the form of 340 webstories, 198 briefing notes and 41 press releases. Over a third of the news content was related to developments in Africa, followed by Asia and the Middle East.

In line with conflict and insecurity trends, 2009 was also a busy year for the Video Unit, which covered the emergency in Pakistan in the first quarter and the Yemen conflict in the third quarter of the year, as well as the initial successes of the global needs assessment (GNA) in two pilot countries: Cameroon and Georgia. Other major filming missions included: Chad, the Democratic Republic of the Congo, Ethiopia, Iraq, Kenya, Somalia and Yemen.

The year 2009 saw a major relaunch of UNHCR's main English-language website, resulting in a 46 per cent increase in visitors to the site on average 2.3 million visitors per month. This effort was supported by the Electronic Publishing Unit, which overhauled the website. Meanwhile, the number of users of UNHCR's social media channels stabilized at around 1 to 1.5 million, with the majority using www.twitter.com.

The Photo Unit received some 13,500 images from 80 countries in 2009 and distributed some 28,500 pictures internally to illustrate UNHCR publications, web sites and social media platforms, as well externally to media, NGO partners and educational institutions. The photo unit also oversaw the creation of the urban refugees photo project, *Invisible in the City: the lives of urban refugees*. This black and white photo exhibition premiered at the High Commissioner's Dialogue on protection challenges in urban settings in December 2009 and will embark on a world tour in 2010.

UNHCR, together with the Norwegian Refugee Council, and the Governments of Norway and Switzerland agreed to raise the profile of the Nansen Refugee Award Programme in the years ahead.

The **Secretariat and Inter-Agency Service (SIAS)** supports the work of UNHCR's Executive Committee and acts as the focal point for the Office's relations with Member States on governance matters. It also seeks to facilitate UNHCR's relations with the United Nations system, other international organizations and bodies, and non-governmental organizations. The Head of the Service is supported by the Secretariat and the Inter-Agency Unit, and serves as Secretary of the Executive Committee.

In 2009, the Service provided conference services for all meetings of the Executive Committee as well as the High Commissioner's Dialogue on persons of concern in urban settings and organized the Annual Consultations with NGOs; drafted and coordinated reports for UN governance bodies such as the General Assembly and the Economic and Social Council; and sought to ensure that decisions,

Division of Human Resources Management

conclusions and resolutions of UNHCR's governance bodies adequately reflected the Office's objectives and the interests of persons of concern. It edited and translated official correspondence and Executive Committee documents; advised on protocol matters; collaborated on quality assurance of the Global Appeal and Global Report; prepared UNHCR's contributions to various yearbooks and academic publications and maintained a master calendar of meetings.

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

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

The **Records and Archives Section** is responsible for the management and preservation of the Office's current and historical records. Records are created and filed to facilitate ongoing work of the Office; to provide accountability for internal review by managers and auditors; and to substantiate the Office's response to external review of UNHCR activity. Following the regionalization and decentralization that emerged from the structural and management review process, UNHCR's accountability relies increasingly on an efficient records management and archival system. Significant records, regardless of their location, need to be retained, protected, and retrieved efficiently when requested. Emphasis on the record-keeping function was intense through 2009 as UNHCR pushed authority closer to the Field and required records as evidence of successful delegation.

Livelink is the UNHCR electronic document management and recordkeeping system. It is a web-based system that provides the means to easily file, share, manage and preserve significant records in electronic format. This system, initially accessible only at Headquarters, was successfully piloted in a regional office in 2009. In 2010 UNHCR will install *Livelink* in all offices in Europe.

During 2009, 200 internal and external researchers accessed UNHCR's archived records. The number of researchers requesting information and visiting the archives is increasing steadily since the archives were arranged and opened to external researchers in 2000. External researchers include scholars, lawyers, and journalists from all over the world, researching topics from policy on refugees to technical information, and former refugees who contact UNHCR to obtain documents or to prove their status as refugees in the past.

In 2009, the Division of Human Resources Management (DHRM) started a comprehensive review to determine the best structure needed for it to implement UNHCR's new assignments and promotions policies and systems.

By the end of 2009, the **Career Management Support Section** had contacted professional staff members in the Field and had provided individual career counselling and support to staff due for reassignment or in between assignments. Staff members in the Field are now more aware of their skills and competencies, can better plan their professional career and have improved their application-for-posts patterns and DHRM has more compelling information about individual professional profiles, situations and aspirations of colleagues. CMSS arranged for many staff members to be placed on short-term positions pending their assignment to regularly advertised positions.

In 2009, DHRM launched the new Performance Appraisal Management System (PAMS), which encompasses the new competency framework and the appraisal process in a new electronic system (ePAD). PAMS was introduced in a phased approach during the first six months of 2009 through a number of regional workshops. Implementation of the new system followed a parallel process with all staff having set their objectives in the new system by July 2009. 95 per cent of staff have completed the first two phases. Internal reports indicate a leap in the compliance rate in comparison with previous years - a positive trend in terms of overall commitment to performance management, and an increase in awareness of the importance of the role of managers in managing performance.

Due to work on the new recruitment strategy, there was no International Professional Roster (IPR) in 2009. The existing IPR is being streamlined. The Fast Track recruitment model continued to be used for all Supplementary Budget Programmes and emergency operations foreseen to last at least 12 months, including IDP operations.

The **Junior Professional Officer Unit** brought over 100 JPOs to UNHCR from 15 sponsoring countries. The JPO scheme provides high-quality additional professional workforce to operations. Donor governments are eager to assess the impact that the new recruitment strategy will have on JPO retention.

In 2009, the **Personnel Administration and Payroll Section (PAPS)** worked to simplify HR processes, including separations; electronic pay slips; provide clear information on HR policies, mainly through HR missions to field operations (Burundi, Chad, DRC, Somalia, Sri Lanka, the Syrian Arab Republic and the United Kingdom); deliver HR training to HR/administrative and senior managers (11 training sessions benefiting more than 200 staff members worldwide); and enhance the PeopleSoft HR Module. The module was launched in two new operations in 2009, bringing the total number of operations directly managing the HR module to 52, including 7 Regional Offices.

In 2009, the **Policy Section** led implementation of the Policy on Achieving Gender Equity in UNHCR. The Section facilitated periodic reviews by the Executive Office and acted as the Secretariat to the Senior Gender Task Force,

chaired by the Deputy High Commissioner and including the Assistant High Commissioners and the Staff Council. The production of the new gender and diversity scorecard, an internet-based tool, advanced well, and was launched in February 2010. An intranet-based staff forum on work-life balance was launched jointly with the Staff Council. Some 420 staff members responded to an all-staff questionnaire on the subject. The Policy Section continued to participate in various UN fora such as the HR Network, on conditions of service, and in the Chief Executive Board's HR Network Working Group on Disability to finalize the policy statement on the employment of persons with disabilities in the United Nations.

In response to the results from the Global Staff Survey, DHRM designed and piloted client service orientation training for its entire staff. The **Staff Welfare Section** undertook a global survey on Minimum Standards of Working and Living Conditions in locations where UNHCR provides accommodation for its international and national staff, indicating clearly best practices as well as gaps that required immediate action. The UNHCR's HIV workplace programme was handed over to UN Cares, an interagency programme for HIV in the workplace. DHRM will continue to monitor the activities of UN Cares, focusing specifically on access to information and services related to HIV and AIDS in remote locations. DHRM continued to provide psychosocial support to its staff and worked to ensure that the families of deceased colleagues were supported promptly.

The **Medical Service** monitored the health of UNHCR's staff in order to limit the impact of the health risks to which they are exposed, and regularly assessed staff members' personal health through the constant updating of medical records. This health monitoring safeguards both the agency and the staff from undue consequences of occupational risks and limits the impact on the organization's operational capacity.

In December 2009, the Staff Management Consultative Council (SMCC), the forum for management and staff association representatives from the Field and Headquarters, held its second meeting and discussed staff welfare and work-life balance; harassment; communication and information sharing; field participation in new human resources policies; and HR reform.

The special staff costs budget covers the salaries and related costs of staff members who are on special leave with full pay. In addition, a specific fund is used to cover the salaries and related costs of staff members holding temporary positions. As of May 2009, the process of creating temporary positions with a view to facilitating the placement of staff in between assignments has been channelled through the Budget Committee. No voluntary separation programme has been adopted in 2009. A limited number of agreed separations have, however, been approved, with a view to mitigating, among other things, the effects of post cuts and decreasing the number of staff in between assignments.

Division of Information Systems and Telecommunications

During 2009, the **Division of Information Systems and Telecommunications (DIST)** continued its reform review. With the arrival of a new Chief Information Officer in August,

ICT Services are being restructured with a view to further improving support to the Field through a decentralized structure and the creation of a field-based ICT hub.

DIST has continued to support the development of the results-based management tool, *Focus*. During 2009, following a pilot phase, *Focus* was used by all operations in preparing the 2010 budgets. Interfaces between *Focus* and PeopleSoft were completed to allow transfer of budget information from *Focus*.

Other significant new enhancements were also introduced to PeopleSoft in 2009:

- New on-line ePerformance system to support the revised Performance Appraisal Management System (PAMS).
- Improvements to monthly payroll processing.
- A fully integrated replacement of the field-based Medical Insurance Plan (MIP) to begin on 1 January 2010
- New interfaces to the UN Joint Staff Pension Fund and the new Learning Management System.
- The first of several IPSAS compliance system changes.

DIST deployed an upgraded version of UNHCR's refugee registration system *proGres* (Version 3) in 30 countries. Seven years after its original development, planning started for the *proGres* replacement project, which will leverage new ICT technologies.

One of DIST's key achievements was the deployment of the new intranet (UNHCR-*net*) on a newly implemented modern Web Content Management platform, with web-based tools to assist users to collaborate globally, including through decentralized publishing, assisting with the organization's reform and decentralization initiatives. Other key initiatives were the implementation of several departmental systems, e.g. MedGate (medical records system).

In 2009, the **Infrastructure and Telecommunications Service** further deployed UNHCR's Wide-Area-Network (WAN) providing greater stability to and expanding UNHCR's data (voice, email, internet) connectivity in the Field.

UNHCR's VSAT network grew in 2009 to 85 offices, mainly in deep field locations. In an effort to benefit from Voice over Internet Protocol (VoIP), 20 outdated telephone switches were upgraded with VoIP solutions which provide more functionality.

To enhance delivery of telecom services in emergency operations, quick deployment kits have been created and were tested in the DRC emergency. Testing of a low-cost telecommunications protocol (SKYPE) began. DIST provided technical assistance to the implementation of a common UN radio communications system for staff security purposes in Chad and Pakistan. The majority of the 178 Local Area Networks in field locations were upgraded.

The **Global Service Desk (GSD)** model is continuing to mature with the implementation of improved tools and a new phone support system. The GSD is providing more than 20 hours of support to UNHCR staff globally on any given business day through its hubs in Geneva and Kuala Lumpur. The total number of incidents recorded in 2009 was 33 per cent higher than in 2008, and GSD resolved 60 per cent of all incoming incidents.

User Services staff coordinated more than USD 5 million in IT procurement through cost-effective outsourcing agreements with suppliers. ICT resources provided support to IDP operations in Pakistan. In view of the tenuous

The Establishment of the Global Learning Centre

The Global Learning Centre (GLC) was established in Budapest on 1 June 2009 to coordinate learning activities throughout the organization, for staff as well as for partners.

The GLC is dedicated to ensuring pedagogically-sound learning activities that are integral to UNHCR. It is committed to increasing staff access to learning and ensuring that learning has an impact. To achieve this, a team of experts with field experience and adult learning specialists has been formed to identify learning needs, develop programmes and materials, and measure impact using a range of methodologies designed to provide quality learning opportunities that support both operations delivery and career development.

To maximize access and increase impact, the GLC uses a variety of methodologies – including distance learning – to reach as many staff as possible in the most cost-effective manner. The GLC uses a state-of-the-art online learning platform that allows for access to learning, predictable administration and recording of learning activities; acts as a repository and an

authoring tool; and will eventually allow staff to identify and pursue suitable career paths through appropriate learning.

Despite being in a start-up phase, the GLC and its divisional counterparts maintained a comprehensive training schedule during the year. By the end of 2009, over 16,000 UNHCR and partner staff had participated in learning activities. Other achievements include:

- The launch of a learning-dedicated software “Learn & Connect” serving as a source of information, registration, learning activities, content development, training resources and distance learning;
- An increase in the development of UNHCR-specific e-learning modules that are accessible to larger numbers of staff, with the launch of new modules on basic accounting and security;
- The design and development of a new Representatives orientation, to be piloted in January 2010;
- An array of new finance and human resources courses for field staff and their senior managers on new policies and practices.

prevailing security situation in Pakistan in 2009, ICT staff put in place a comprehensive Business Continuity Plan. Mainstream IT training is now managed by the Global Learning Centre (GLC) in consultation with User Services staff. Specialized IT training is managed by User Services.

Division of Financial and Administrative Management

The Division of Financial and Administrative Management (DFAM) ensures that UNHCR makes optimal use of the financial and material resources at its disposal and is responsible for maintaining and improving the financial and management controls of the organization. The Division comprises the Office of the Controller, with the Finance, Treasury and General Services Sections reporting through the Deputy Controller, and the Programme Budget Service, which reports directly to the Director.

2009 was a year of consolidation and stabilization following the implementation of previous change initiatives in the Division. DFAM was also an important actor in the deployment of *Focus* (the results-based management tool), use of the new budget structure, as well as the implementation of regional resident internal auditors. Despite prevailing financial market volatility and related foreign exchange-rate risks, financial stability was sustained in 2009.

The **Office of the Controller** retained responsibility for financial policy, audit coordination, the Headquarters Committee on Contracts, finance systems and business process re-engineering. Consistent with the UN system, UNHCR proceeded with a phased transition from the United Nations System Accounting Standards (UNASAS) to the International Public Sector Accounting Standards (IPSAS) for the accounting of its transactions and the presentation of its

financial statements. Implementing IPSAS entails policy, procedural and systems changes that extend beyond accounting and finance. The goal of UNHCR is to issue financial statements that are IPSAS-compliant by 2011.

The **Audit Coordination Unit** worked with the Board of Auditors on the closure of external audit recommendations which had been pending since 2006. The unit continued following up on open internal and external audit recommendations. UNHCR's reporting to the Executive Committee was risk-based and covered the main areas of risks identified by the UN Board of Auditors in 2008, being: implementing partner audit certification; asset management; contributions; and funding of end-of-service liabilities. The unit designed pre-audit learning material which received positive feed-back and will be converted to an on-line training module.

The **Programme Budget Service (PBS)** is responsible for ensuring the alignment of UNHCR's financial, material and human resources with the organization's objectives. In 2009, PBS established and maintained complete and accurate budgets for all operational, staffing and administrative projects. The service monitored and analysed operations' performance vis-à-vis their approved plans and budgetary parameters; and produced timely and accurate budgetary and narrative reports for UNHCR's senior management and external bodies.

UNHCR's first biennial programme budget, covering the period 2010-2011, using the new results framework and *Focus*, was approved in October 2009. The implementation of the new budget structure was achieved through collaboration between PBS and the Division of Programme Support and Management and the Division of Information Systems and Telecommunications over the course of the year.

The **Financial Control Section (FCS)** is responsible for the preparation of statutory accounts, the organization's

financial information and reporting, as well as rendering support to field offices and Headquarters on accounting and finance-related issues. During 2009, FCS addressed important audit recommendations, particularly in relation to the recording of contributions and the monitoring of implementing partners; audit certification compliance; and the assessment of the financial impact of audit qualification of implementing partners. A pilot implementation of streamlining payment processes in selected African and Asian countries was launched, in cooperation with the Treasury Section, aimed at ensuring timely and accurate processing of payments and preparation of bank reconciliations. Under the auspices of the Global Learning Centre, FCS staff delivered training in finance fundamentals and undertook support missions on financial monitoring and reporting.

The **Treasury Section** is responsible for liquidity, risk management and the safeguarding and optimization of UNHCR's global cash flow. This includes managing foreign exchange exposure in a US dollar-denominated environment. Strict risk management measures were successfully applied to safeguard cash assets and reduce the effect of foreign exchange impacts on budgets and expenses. Despite turbulent financial markets, low interest rates, and high foreign exchange volatility, investment returns in 2009 amounted to USD 2.3 million, representing an average return of 0.81 per cent per annum on funds available, which was substantially above the benchmark.

The Treasury Section has also made further enhancements to streamline electronic banking solutions and has fully developed a centralized e-banking approach for Africa and Asia. Major administrative and operational efficiencies will be achieved by implementing this. The Section, together with field operations in the Middle East, set up a banking card programme in two locations that allows refugees to withdraw assistance funds from local banks' automated teller machines (ATM).

The **General Service Section (GSS)** is responsible for building management, security of staff and facilities at Headquarters, as well as the administration of travel services for official travel originating from Headquarters.

In 2009, GSS consolidated the accommodation of all HQ staff into the Montbrillant building in Geneva. GSS also improved the cost effectiveness of the provision of security services by the United Nations Office at Geneva (UNOG) and achieved improvements in the working conditions of staff at a minimal cost.

The UNHCR **Audit Section** of the Internal Audit Division of the Office of Internal Oversight Services (OIOS) is responsible for the provision of internal audit services to UNHCR under a Memorandum of Understanding (MOU) signed between OIOS and UNHCR in 2007. The Section's headquarters is in Geneva with an outposted office in Nairobi and resident auditors in key locations.

The objective of Internal Audit is to provide independent and objective assurance to the High Commissioner and senior management on the governance, risk management and control processes maintained to ensure efficient and economical use of funds; the reliability and integrity of financial and operational information; the safeguarding of assets; compliance with established rules and policies; and the achievement of programme objectives.

In 2009, OIOS issued 27 audit reports concerning UNHCR. The audits were identified using a risk-based methodology and involved discussion with UNHCR and other oversight bodies to try achieve the best coverage of operations and to minimize duplication with other planned review and oversight activities. A total of 285 recommendations were made to improve accountability mechanisms, control systems, as well as the development or clarification of policies and procedures, particularly with regard to programme management, procurement and asset management in field operations.

The decentralization process in UNHCR resulted in a significant increase in the delegation of authority to country representations. In this context, monitoring is a critical tool for senior management to get proper feedback on the implementation of programmes and projects.

Given the strategic and significant role of the implementing partners in UNHCR programmes and projects, OIOS found that there is a need to reinforce the procedures on the selection of new implementing partners and the assessment of performance before renewal of their partnership with UNHCR. Due consideration is also needed before delegating procurement of goods and services to implementing partners, representing 40 per cent of UNHCR's procurement. The capacity and efficiency of the UNHCR supply function should be strengthened in field locations, to ensure that the delegation of procurement is made only when it is cost effective. Planning, training of procurement staff, definition of roles and responsibilities of the supply team and reporting arrangements should be improved.

The implementation of the new UNHCR asset management policies and internal controls needs improvement to overcome existing weaknesses, such as data inaccuracies, inability to locate recorded assets and the lack of verification of assets.

A formal strategy and sufficient resources are needed to complete the field implementation of the Human Resources (HR) module of the PeopleSoft system, to ensure that the objectives of the system are achieved. Over 70 countries are still not on-line and in many UNHCR country offices, HR units are functioning beyond their capacity. The lack of dedicated HR officers using a system that is not fully functional, significantly increases the risk of error.

In 2009, UNHCR issued a policy regarding urban refugees, which allowed OIOS to close a recommendation issued in 2001. OIOS also noted the ongoing review of policies and guidelines (e.g., on affiliate workforce, cash transportation and budgetary mechanisms to cope with operations subject to rapid changes). In view of the security situation in many country operations, clear organizational operating policies and guidelines on remote monitoring are needed. In the area of HR management, given some of the stressful living and working environments, a policy is required on counselling services to effectively assist staff. Remedial action is also required to better define the accountability framework, reporting mechanisms from the field and arrangements for monitoring the implementation of staff security measures.

OIOS audits on the recruitment process for national staff and the Medical Insurance Plan identified the need for Headquarters to provide appropriate training, information technology resources and supervision to enable offices in the

field to properly discharge the authority delegated to them in these areas.

Assistant High Commissioner (Operations)

UNHCR operations worldwide were implemented by five regional bureaux under the overall leadership of the **Assistant High Commissioner for Operations**. In 2009, the restructuring of the Division of Programme Support and Management (DPSM) and the Division of Emergency, Security and Supply (DESS) took place to bring about the consolidation of reforms and improve support to field operations. In order to achieve greater integration between the Field and Headquarters, the needs-based, results-oriented programme management tool *Focus* was rolled out. Based on feedback from field operations the tool continues to be fine-tuned. UNHCR launched new strategies to address evolving security challenges for its staff and beneficiaries as well as those posed by supply chain management. Regular meetings with the Assistant High Commissioner for Protection, Division and Bureaux Directors helped to bring greater coherence in responding to protection and operational prerogatives, particularly on cross-cutting issues. Particular attention was given to monitoring adherence to the Global Strategic Objectives; the introduction of new budget and programme management systems; and the implementation of the new policy on refugee protection and solutions in urban areas. The Office remained actively engaged in IASC and UNDG-led processes, seeking increased assistance for communities who are hosting refugees, stateless and internally displaced persons, as well as those reintegrating returnees, in order to stabilise asylum situations and implement durable solutions.

Division of Programme Support and Management

The **Division of Programme Support and Management** (DPSM) was established in September 2009, integrating the programme management, analysis and support functions provided by the office of Organizational Development and Management and the Division of Operational Services (DOS) into a new division. This merger was designed to maximize UNHCR's impact on populations of concern by enhancing the ability of operations to regularly monitor, assess and prioritize needs, and to assist operations through the provision of guidance and technical support.

The new division, reporting to the Assistant High Commissioner for Operations, provides a means for more systematic and comprehensive global analysis in order to improve operational performance and better inform resource allocation decisions.

The Division consists of four sections plus the *Focus* project, providing support on programme management, early recovery, transition, reintegration, livelihoods, environment, public health, HIV and AIDS, food security, nutrition, water, sanitation and hygiene promotion, data management and registration, as well as supporting UNHCR's engagement with IDPs and the cluster approach.

The newly established **Programme Analysis and Support Section** oversees UNHCR's results-based programme management system, enabling the organization to prioritize its activities and effectively use available resources. It also

works to ensure consistent adherence to policies, priorities and standards; analyse operations to determine trends; manage the programmatic aspects of global partnerships; and support operations in managing partnerships and planning with others. The Section also provides guidance to field operations on preparing and submitting prioritized plans. It also analyses various aspects of the resource allocation process.

The **Operations Solutions and Transition Section (OSTS)** continued to provide strategic guidance and support on durable solutions, peacebuilding, education, livelihoods, physical environment planning and emergency shelter. OSTs also promoted relief-to-development linkage in transition situations, including the dignity and self-reliance of the displaced and returnees, through livelihoods and coexistence initiatives; shelter/physical planning; environment and education projects; as well as partnerships with development agencies, international financial institutions, bilateral agencies and local authorities. As partnerships with development actors are essential for addressing transition issues, UNHCR continued to work with the Japan International Cooperation Agency (JICA), the Grameen Bank, the World Bank, UNDP and ILO on strategy development, capacity building, community development and livelihoods projects.

The **Public Health and HIV Section** continued to provide strategic guidance and technical support to UNHCR operations to ensure quality programmes in public health, HIV, nutrition and water, sanitation and hygiene (WASH). New and updated policy guidance was published for medical referral and HIV testing for persons of concern to UNHCR. The section focused on ensuring quality and the development of a long-term strategy for WASH and nutritional programmes. Strong partnership and liaison functions have been maintained with WFP and UNAIDS. In addition, the Section contributed to the non-UNHCR-led global clusters under the Humanitarian Reform for health, nutrition and WASH; the Interagency Standing Committee Working Group on HIV; and reference group on mental health and psychosocial support.

The **Field Information and Coordination Support Section** (FICSS) provided support and technical advice to maximize the use of operational and population data. Operational data management integrates data collection and analysis, and is conducted through refugee registration and IDP profiling, surveys, collection of population statistics, analysis of standards and indicators data, and the use of geographic information. In the context of the camp coordination and camp management cluster, FICSS continued to host the inter-agency service for IDP profiling, aimed at supporting country offices and clusters in IDP-profiling related matters. In 2009, FICSS began developing specialized tools for data collection and analysis of populations in urban environments, as well as ensuring better and more rigorous collection of data on the age, gender and diversity mainstreaming process. Furthermore the section led the organization's technical inputs in inter-agency efforts to harmonize needs assessments; enhance information management activities; and improve evidence-based decision-making in humanitarian operations.

The **Focus Project**: Following the introduction of the results-based management (RBM) software *Focus* and related global needs assessment to all operations for 2010 planning,

which was led by ODM in the first half of the year, the *Focus* project team moved to DPSM. From October to December, DPSM, together with DFAM and DIST, led a second round of regional workshops, covering all operations in the Field and at Headquarters, to introduce the RBM methodology and *Focus* functionality for the preparation of detailed implementation plans for 2010. Further modifications were carried out by DFAM in coordination with DPSM on the MSRP financial system, to enable the import of detailed 2010 budgets for all operations from *Focus*; the implementation of a budget target validation based on the new budget structure; and the preparation of agreements with implementing partners for 2010 based on the detailed plans.

Division of Emergency, Security and Supply

The **Division of Emergency, Security and Supply (DESS)** was established to strengthen the organization's emergency response capacity through enhancing its emergency management strategy; strengthening supply chain management, and improving staff safety and security system. The Division works to strengthen the support provided to field operations, through its three components, the Supply Management Service (SMS), the Emergency Preparedness and Response Section (EPRS) and the Field Safety Section (FSS). In 2009, the training functions of EPRS and FSS were transferred to the Global Learning Centre in Budapest.

In 2009, **EPRS** conducted an in-depth review of UNHCR's strategic and operational emergency preparedness and response capability, which led to the development of a Plan of Action for 2010. During the year, EPRS provided field support through: contingency planning and an improved early warning mechanisms both internally and within the IASC fora; emergency deployments (248 staff to 37 countries); and the dispatch of non-food items from the Central Emergency Stockpile to emergencies in Afghanistan, Algeria, Angola, Burkina Faso, Cameroon, Congo, the Democratic Republic of the Congo, Djibouti, Ethiopia, Kenya, Pakistan, Somalia, South Africa, Sri Lanka, Sudan and Yemen.

During the year, **FSS** undertook several measures at Headquarters to enhance security management. Under the guidance of the Security Steering Committee, chaired by the High Commissioner, FSS reviewed operations in which staff, people of concern, and activities are judged to be at higher risk. Measures put in place included more security training, in collaboration with the Global Learning Centre, to improve the range of skills essential for field safety advisers operating in complex humanitarian environments, such as security risk analysis and hostage incident management. Based on a review of needs and existing capacity, the Service will be expanded in 2010 to focus on premises security, including blast mitigation and risk assessments. Recommendations by the Office of Internal Oversight Services, following an audit of security governance at UNHCR, reinforced the rationale for many of the measures being undertaken by DESS/FSS.

In order to provide direct support to the Field, outposted field safety advisers spent an average of 240 days each in critical operations, including Chad, the Democratic Republic of the Congo, Pakistan, Somalia and Yemen. The Section also provided rapid response and critical incident management in several situations, including in securing the release of an

international staff member held hostage for over two months in Quetta, Pakistan.

Advocacy at the Inter-Agency Security Management Network and with the UN Department of Safety and Security helped promote the understanding of UNHCR priorities.

In 2009, **SMS** implemented the recommendations from the broad external review of the organization's supply chain function conducted in 2008. Also in 2009, the Service underwent a restructuring, which was completed, resulting in three new sections, namely the Operational Support Section; the Infrastructure Support Section; and the Business Support and Oversight Section.

SMS has developed a comprehensive strategy which includes the analysis of supply chain bottlenecks; strengthened support to field operations; and the implementation of a global stock management system to provide better service to the Field through a shortening of the supply-chain delivery time and better world-wide management of stocks. SMS is also ensuring inventory and asset compliance through a monitoring and reporting system.

SMS supported the operations in Angola, Chad, the Congo, Sudan and Yemen, with staff and expertise. In Pakistan, SMS established a sustainable supply chain for the operation. SMS reviewed existing frame agreements; established an emergency roster of supply specialists for rapid deployment; streamlined the vehicle stockpile; and completed asset verifications in preparation for the implementation of the International Public Sector Accounting Standard (IPSAS) in 2010.

Assistant High Commissioner (Protection)

The **Assistant High Commissioner (Protection)** oversees protection policy development, advocacy for the rule of law and implementation of standards, as well as the integration of protection priorities into management and delivery of field operations in a coherent and consistent manner. The AHC (Protection) oversees the activities of the Division of International Protection, which includes the Resettlement Service and the Statelessness Unit. In 2009, the AHC was actively involved in the restructuring of the Division of International Protection. The Policy Development and Evaluation Service (PDES) reports directly on protection policy issues to the AHC for Protection. In addition to a range of management responsibilities, the AHC for Protection also sits on a variety of management boards including the Oversight Committee, the Learning Governance Board and closely cooperates with the AHC for Operations in setting strategic directions for operations through jointly chaired consultations.

In 2009, the Office of the Assistant High Commissioner (Protection) continued its efforts to strengthen UNHCR's cooperation with States and other partners on asylum/migration issues. The AHC oversaw the consolidation of the accountability framework for age, gender and diversity mainstreaming and chaired the Steering Committee of the Women Leading for Livelihoods (WLL) initiative.

Broad directions on protracted refugee situations were translated in 2009 into concrete initiatives in certain

operations such as eastern Sudan and the Balkans. The AHC also played a significant role in the development of UNHCR's policy on urban refugees which was discussed during the 2009 High Commissioner's Dialogue and will start to be implemented in 2010.

Throughout 2009, the AHC (Protection) conducted nine missions to Asia, central, eastern and southern Europe and the Americas. The objectives included strengthening cooperation with States and other partners on asylum/migration issues; promoting the operationalization of the 10-Point Plan of Action; and promoting initiatives to enhance resettlement capacity and address protracted refugee situations. Missions have involved discussions with relevant governmental and non-governmental counterparts, civil society, people of concern to UNHCR and academics.

| Division of International Protection |

The **Division of International Protection (DIP)** develops global protection policy; contributes to standard-setting and progressive development of international law and standards in the area of forced displacement; provides guidance on complex international law and protection policy issues pertaining to all categories of populations of concern and UNHCR's operations; leads the age, gender and diversity mainstreaming approach; provides support to field operations and other Headquarters entities on policy and legal matters relating to forced displacement both from a protection and a durable solutions perspective, including in the area of RSD, asylum/migration, statelessness, education and community development/mobilization; leads and coordinates resettlement activities; assists in developing comprehensive approaches to durable solutions; leads and supports the global protection cluster; and coordinates human rights liaison activities.

Throughout most of 2009, DIP was composed of five substantive sections and one unit, whose activities and major focus for 2009 are described below. In late 2009, the Division underwent a restructuring process in order to make it more effective in the delivery of protection. This restructuring was undertaken based on an analysis of the external environment and challenges in the field of international protection. Under the new structure the Division consists of three "pillars", each of which also has a geographic responsibility. The pillars cover Policy and Law, Protection Operational Support and Comprehensive Solutions.

The **Office of the Director** provides leadership to the Division in regard to legal and policy formulation and operational support interventions. In 2009, the Director's office spearheaded a number of dialogue processes, such as the High Commissioner's Dialogue on Protection Challenges, which considered refugees in urban settings.

Policy guidance issued by DIP during the year included updated guidelines on expulsion and comments on national legislative developments. The UNHCR Protection Manual was revised and updated and preparations commenced for issuing it in flashcard format to be distributed to staff in key field offices. DIP also issued a Note on Combating Racism, Racial Discrimination, Xenophobia and Related Intolerance Through a Strategic Approach; UNHCR Guidelines on International Protection on Child Asylum Claims under Article 1(A); a Revised Note on the Applicability of Article 1(D) of the Refugee Convention to Palestinian

refugees; and eight eligibility guidelines for assessing the international protection needs of individuals from a number of countries. Another major achievement for 2009 was the launch of the internet-based RSD Community of Practice, an electronic platform aimed at further enhancing UNHCR's RSD expertise.

A thematic EXCOM Conclusion was adopted on "Protracted refugee situations". The "Thematic Compilation of EXCOM Conclusions" was updated in both English and French.

In 2009 the **Protection Policy and Legal Advice Section (PPLAS)** focused on strengthening and advancing protection of refugees, asylum-seekers, returnees, stateless persons, internally displaced persons (IDPs) and other persons of concern to UNHCR by developing and positively influencing the implementation of international law and standards in the area of forced displacement. It ensured that UNHCR remained a reliable partner and leading authority on legal matters in the area of forced displacement by providing governments, international organizations and the legal community with guidance on protection issues and policies. PPLAS also monitored human rights developments, developed initiatives with the relevant human rights treaty bodies and selected Special Procedures and Rapporteurs. It provided information from UNHCR's perspective and applied human rights standards for the protection of persons of concern. UNHCR and CEDAW jointly organised a seminar to explore ways of strengthening cooperation in order to increase the capacity of women of concern to UNHCR to enjoy and exercise the rights to which they are entitled under the CEDAW.

PPLAS finalized and revised a number of policy documents, key amongst them a guidance and checklist of UNHCR's role in reviewing and commenting on national legislation. PPLAS submitted court interventions in matters furthering the protection of persons of concern. It continued to work on the development of comprehensive and protection-sensitive migration strategies, prioritising work on trafficking issues. Refugee protection standards in the context of counter-terrorism and security were given more prominence, in order to ensure that the rights of persons of concern were not eroded or disregarded. A compilation of relevant counter-terrorism documents was issued and legal and doctrinal guidance offered to State and judicial bodies, especially with regard to the application and interpretation of the exclusion clauses, the principle of non-refoulement and in extradition procedures.

PPLAS also contributed to UNHCR's climate change policy, to the IASC task force activities and submission to the UNFCCC, in preparation for the Copenhagen Summit. UNHCR's policy paper on climate change was updated and a brochure explaining UNHCR's role in climate-related issues was released.

In 2009, the **Status Determination and Protection Information Section** continued to move forward the twin components of its work: improving the quality and consistency of refugee status determination (RSD) globally and managing protection information and knowledge in order to support protection delivery.

In 2009, UNHCR conducted mandate RSD in fifty countries. In most of these countries, mandate RSD provided the basis for subsequent protection interventions, such as the prevention of *refoulement*, the provision of assistance, and

the implementation of durable solutions, such as resettlement. More than ninety per cent of UNHCR's mandate RSD work (in terms of applications received and/or decided) was concentrated in fifteen countries. Out of some one hundred and sixty full-time RSD staff, fewer than half were regular staff members, while the rest were employed under UNV, UNOPS or consultancy contracts.

In 2009, the Office extended its existing partnerships with the Canadian Immigration and Refugee Board (IRB) and the *Office Français de Protection des Réfugiés et Apatrides* (OFPRO), which aim to strengthen UNHCR's cooperation with Governments that have recognized RSD expertise. Between 2006 and 2009, nine RSD experts from the IRB and OFPRO were deployed to eight mandate RSD operations to provide expert advice and assist in case processing. In addition, UNHCR is exploring similar agreements with other national bodies. In 2009, the Office continued its cooperation with the International Association of Refugee Law Judges (IARLJ), a voluntary association of judges from around the world that assists UNHCR in delivering protection through the promotion of knowledge pertaining to refugee law and the situation of refugees around the world.

UNHCR drafted eligibility guidelines, reviewed country positions and conducted research on countries of origin, as well as publishing several country briefing folders. It also managed the publication of country of origin background papers by external and independent consultants (through Writenet) as well as "query responses" provided by the Austrian Centre for Country of Origin Documentation and Research (ACCORD) and the Country of Origin Research and Information (CORI).

Refworld was improved by including UNHCR's most recent thematic and country-related positions and international protection considerations, as well as relevant national legislation, jurisprudence, and legal theory and practice, and by considerably expanding the number of country information sources. Furthermore, PIU issued forty four email information alerts in 2009.

PIU continued to represent UNHCR in various international fora related to country of origin information. The Section contributed to the work of the UK Independent Advisory Group on Country of Origin Information, the Intergovernmental Consultation Working Group on COI, and also participated in EU-related projects.

The **Resettlement Service** experienced a continued rise in the use of resettlement as a durable solution in its third year of operation.

In 2009, UNHCR presented some 128,400 refugees for resettlement consideration, the highest number in sixteen years and slightly higher than the 2008 level (121,000 refugees). By nationality, the main beneficiaries of UNHCR-facilitated resettlement were refugees from Iraq (36,000), Myanmar (30,500) and Bhutan (22,100). In total, the three nationalities made up seventy per cent of all submissions.

Another notable achievement in 2009 was a significant increase of the number of departures, reaching more than 86,200 departures to 24 countries of resettlement, a 28 per cent increase compared to some 65,900 departures in 2008. The largest number of refugees resettled with UNHCR assistance departed from Nepal (17,500) followed by Thailand

(17,000), the Syrian Arab Republic (10,400), Malaysia (7,509) and Turkey (6,043). Continued use of group resettlement methodology in Nepal, Thailand, Malaysia and Ethiopia as well as the streamlined procedure used for Iraqi refugees in the Middle East are among the factors contributing to these achievements.

UNHCR continued to explore greater involvement of key stakeholders such as NGOs in resettlement activities and to develop partnerships to improve protection delivery, including resettlement, more broadly. As part of UNHCR's efforts to implement its urban refugee policy, and to enhance the identification of vulnerable refugees and those in need of resettlement in an urban context, training was conducted in Kenya involving 19 NGOs from 13 countries across Africa. The UNHCR-ICMC Resettlement Deployment Scheme continued to be instrumental in supporting global resettlement activities, with 130 deployments to 34 duty stations, the majority of deployments targeting operations in Africa and the Middle East.

In 2009, the **Community Development, Gender Equality and Children Section (CDGECS)** focused on efforts to institutionalize age, gender and diversity mainstreaming throughout UNHCR. The evaluation commissioned by the Policy Development and Evaluation Service focused on the implementation of the age, gender and diversity mainstreaming (AGDM) strategy over the past four years. It specifically looked at the impact on attitudes, analysis, skills, procedures, and leadership and the extent to which AGD has been successfully mainstreamed into key UNHCR policies, procedures, training and planning tools, accountability and staff appraisal processes.

In 2009, CDGECS undertook activities to enable the full and equal enjoyment of all human rights for persons of concern with disabilities. The Section also developed a draft manual on child protection systems in emergencies which seeks to improve child protection programming, including through guidance on how to build or strengthen child protection systems in the different operational contexts. The pilot phase in 2009 included field missions to Ecuador, Ethiopia, Nepal and Yemen, four regional workshops and a survey on child protection systems. CDGECS also initiated a global analysis of the provision of sanitary material. In collaboration with FilmAid, UNHCR produced four films on topics including economic empowerment, education, gender equity and sexual and gender-based violence which will supplement the *Handbook for the Protection of Women and Girls*.

CDGECS organized consultations with experts to finalize its three-year strategy to prevent and respond to SGBV among displaced persons. The Section continued to work on promoting the engagement of men and boys in the prevention of SGBV in the East and Horn of Africa, targeting people of concern, UNHCR staff and NGO partners. In 2009, a regional workshop was held in Kenya and Action Plans were developed for 2010. The workshop also contributed to the collection and exchange of "Good Practices" on involving men and boys against SGBV and HIV and AIDS.

The **Protection Delivery Support Section (PDSS)** offered learning programmes, self-study modules and organized regional courses on international protection and refugee law. It also coordinated protection workforce issues to enhance

the quality of protection delivery in the Field. In 2009, the Section provided support to emergencies and oversight missions and provided advice and assistance to voluntary repatriation operations.

In line with UNHCR's commitment to humanitarian reform and its role as the leader of the global protection cluster for IDPs, PDSS hosted the support cell for the IDP cluster and contributed to the learning taskforce, the information management taskforce and the staffing taskforce, within the cluster.

The decentralization of training delivery continued in 2009 with the redeployment of all remaining training functions to the Global Learning Centre in Budapest.

The Statelessness Unit provided advice to field offices on strategies to address statelessness, analyses of nationality legislation and guidance on individual cases of stateless persons.

The Statelessness Unit broadened cooperation on statelessness with other UN agencies, regional organizations and NGOs. As a result, the Council of Europe adopted a recommendation on the nationality of children and the Office played an active role in the drafting of a resolution of the Human Rights Council on arbitrary deprivation of nationality. UNHCR also provided significant contributions to the drafting of the UN Secretary-General's report on arbitrary deprivation of nationality.

Increasing the capacity of UNHCR staff and partners was a key activity during the year. Significant progress was made in this area through the growing body of guidance on statelessness, operational experience and more formal learning through the Thematic Protection Learning Programme.

Material on statelessness was made available through an extensive annex to the publication *Statelessness: An Analytical Framework for Prevention, Reduction and Protection*, published in early 2009. The Framework was used by UNHCR offices to structure efforts to identify key protection issues, including in Central Asia where it formed the basis for gaps analyses, which informed national roundtable discussions and a regional conference on statelessness.

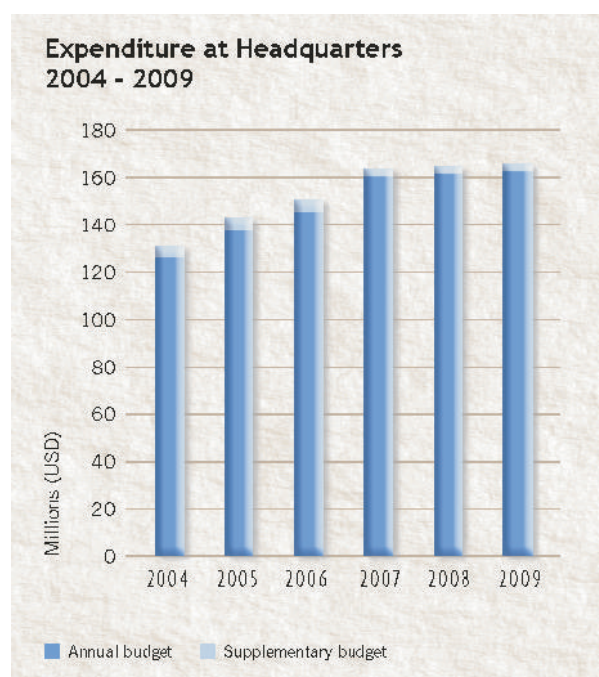
Three thematic protection learning programmes on Statelessness were held. These programmes benefited

66 staff from UNHCR, UN partners and key NGOs in 23 countries in the Middle East, South-East Asia and Africa. As a result of these learning programmes, UNHCR staff and partners conducted a number of analyses of national legislation.

| Staff Council |

In 2009, the **Staff Council** focused on improving communication and consultation with field staff, thereby ensuring that concerns are presented to relevant stakeholders both at UNHCR management level and before advisory and decision-making bodies. Council Members undertook missions to Chad, Ethiopia, Kenya, Pakistan, and Austria to increase UNHCR staff involvement with the Council.

A Staff Management Consultative Council, created in July 2009, brings together field staff and management to review staff welfare and human resource policies. In 2009 the SMCC presented a report to the High Commissioner for action.



Headquarters' budget and expenditure (USD)						
Divisions / Departments	Final Budget			Expenditure		
	Annual budget	Supplementary budgets	Total	Annual budget	Supplementary budgets	Total
Executive Direction and Management						
Executive Office	3,816,217	0	3,816,217	3,816,103	0	3,816,103
New York Office	3,125,933	0	3,125,933	3,125,398	0	3,125,398
Inspector General's Office	4,921,213	0	4,921,213	4,919,961	0	4,919,961
Legal Affairs Section	1,430,315	0	1,430,315	1,430,315	0	1,430,315
Office of the Ombudsman	644,125	0	644,125	631,857	0	631,857
Ethics Office	525,149	0	525,149	503,115	0	503,115
Policy Development and Evaluation Service	1,064,362	0	1,064,362	1,061,360	0	1,061,360
Office for Organizational Development and Management	7,210,034	0	7,210,034	7,210,033	0	7,210,033
Subtotal	22,737,348	0	22,737,348	22,698,142	0	22,698,142
Division of International Protection Services						
Office of the Director	3,456,931	0	3,456,931	3,397,483	0	3,397,483
Specialized sections	8,613,085	0	8,613,085	8,405,120	0	8,405,120
Subtotal	12,070,016	0	12,070,016	11,802,603	0	11,802,603
Division of External Relations						
Office of the Director	1,556,639	0	1,556,639	1,533,523	0	1,533,523
Donor Relations and Resource Mobilization Service	3,910,306	0	3,910,306	3,873,967	0	3,873,967
Private Sector Fund Raising Service	1,930,902	0	1,930,902	1,930,902	0	1,930,902
Communications Group	5,266,908	0	5,266,908	5,228,769	0	5,228,769
Secretariat and Inter-Organization Service	2,897,356	0	2,897,356	2,887,511	0	2,887,511
Records and Archives Section	1,878,614	0	1,878,614	1,861,730	0	1,861,730
Subtotal	17,440,725	0	17,440,725	17,316,401	0	17,316,401
Division of Information Systems and Telecommunications						
Office of the Director and ICT fixed costs	3,732,238	0	3,732,238	3,712,944	0	3,712,944
Infrastructure and Telecommunications Service	9,569,148	0	9,569,148	9,455,349	0	9,455,349
Business Solutions Services	8,105,844	0	8,105,844	7,975,796	0	7,975,796
Subtotal	21,407,230	0	21,407,230	21,144,089	0	21,144,089
Division of Human Resources Management						
Office of the Director	4,200,989	0	4,200,989	4,190,327	0	4,190,327
Specialized sections	7,245,385	0	7,245,385	6,872,744	0	6,872,744
Joint Medical Service	2,448,475	0	2,448,475	2,296,402	0	2,296,402
Subtotal	13,894,849	0	13,894,849	13,359,474	0	13,359,474
Department of Operations						
Division of Programme Support and Management *						
Office of the Director	2,790,027	0	2,790,027	2,777,208	0	2,777,208
Specialized sections	2,898,309	0	2,898,309	2,814,651	0	0
Subtotal	5,688,336	0	5,688,336	5,591,859	0	5,591,859
Regional Bureaux						
Office of the Director - Africa	5,360,187	323,429	5,683,616	5,029,436	162,952	5,192,389
Sudan / Chad Situation Unit	920,585	786,213	1,706,798	909,787	719,457	1,629,243
Iraq emergency operation	0	2,664,319	0	0	2,003,763	2,003,763
Desk for West Africa	389,273	0	389,273	380,925	0	380,925
Desk for East and Horn of Africa	1,185,439	0	1,185,439	1,185,439	0	1,185,439
Desk for Central Africa and the Great Lakes	899,355	0	899,355	895,402	0	895,402
Desk for Southern Africa	435,233	0	435,233	413,870	0	413,870
Bureau for the Middle East and North Africa	2,637,641	0	2,637,641	2,633,706	0	2,633,706
Bureau for Asia and the Pacific	4,483,141	0	4,483,141	4,451,368	0	4,451,368
Bureau for Europe	3,107,125	0	3,107,125	3,030,780	0	3,030,780
Bureau for the Americas	1,671,940	258,000	1,929,940	1,665,016	257,560	1,922,576
Subtotal	21,089,919	4,031,961	25,121,880	20,595,730	3,143,732	23,739,462

Divisions / Departments	Final Budget			Expenditure		
	Annual budget	Supplementary budgets	Total	Annual budget	Supplementary budgets	Total
Division of Emergency, Security and Supply *						
Office of the Director	601,612	0	601,612	562,519	0	562,519
Contracts Unit	1,260,861	0	1,260,861	1,248,566	0	1,248,566
Subtotal	1,862,473	0	1,862,473	1,811,085	0	1,811,085
Subtotal Department of Operations	28,640,728	4,031,961	32,672,689	27,998,674	3,143,732	31,142,406
Division of Financial and Administrative Management						
Office of the Controller and Director	2,843,964	0	2,843,964	2,800,712	0	2,800,712
Specialized sections and services	4,150,865	0	4,150,865	4,085,982	0	4,085,982
Audit	4,261,490	236,000	4,497,490	4,243,350	-31,607	4,211,743
UN Finance Division (including security and safety at Headquarters)	5,155,022	0	5,155,022	5,061,753	0	5,061,753
Headquarters running costs	12,058,808	0	12,058,808	11,013,672	0	11,013,672
Subtotal	28,470,149	236,000	28,706,149	27,205,469	-31,607	27,173,862
Global Service Centre (Budapest)	21,902,738	0	21,902,738	20,648,807	0	20,648,807
Staff Council	806,364	0	806,364	789,571	0	789,571
Total	167,370,147	4,267,961	171,638,108	162,963,229	3,112,125	166,075,354

Note: The Annual Programme Budget includes allocations from the UN Regular Budget as follows: USD 46,030,758 (Budget) and USD 46,030,758 (Expenditure). Supplementary programme budgets exclude 7 per cent support costs that are recovered from contributions to meet indirect costs for UNHCR.

* Division of Operational Services became Division of Emergency, Security and Supply and Division of Programme Support and Management as of October 2009.

Note: Excludes indirect support costs that are recovered from contributions against supplementary programmes and the "New or additional activities-mandate-related" (NAM) reserve.

Voluntary contributions to Headquarters (USD)

Donor	Annual Budget
Sweden	4,551,365
United States of America	19,100,000
Total	23,651,365