GLOBAL OPERATIONS

This chapter describes UNHCR's policies and activities in 2000 of a global nature. The order of this chapter follows that of the Global Operations budget in the 2000 Global Appeal. However, Policy Priorities (Refugee Women, Refugee Children and Adolescents, Older Refugees, and Environment) are described in a separate chapter, and all activities related to protection, training and emergencies have been grouped under separate headings. Sections reflected in both Global Operations and Headquarters chapters have been cross-referenced.

THE OPERATIONS MANAGEMENT SYSTEM (OMS)

The OMS Framework

The OMS provides a comprehensive management Framework for the implementation of UNHCR's policies and programmes, within the context of UNHCR's mandate, through the identification of processes and procedures in the form of manuals, guidelines and help tools. Implementation of the OMS began with the introduction of the OMS hierarchy of objectives in project and sub-project descriptions. The following objectives were established for the implementation of the OMS in 2000:

- Ensure the establishment of appropriate programme policies, guidelines and procedures, and the development of standards, indicators and parameters within the OMS Framework;

- Simplify processes, rules and procedures and disseminate the OMS within updated manuals;

- Introduce the OMS to Headquarters, the field, partners and other stakeholders; and

- Develop user-friendly tools for planning and implementation.

Achievements and Impact

An update of the entire *UNHCR Manual* was completed in December 2000, which included Organisational Structure and Responsibility and Operations Management. Based on those updates, the annual programming instructions were issued, providing improved guidance for staff. Preparation of a field guide on setting objectives, outputs and indicators progressed during 2000. Various components of opera-tional guidance will be included in the UNHCR Knowledge and Information Management System (KIMS) in 2001.

In pursuit of simplification, the Logframe methodology (an approach to assist project planners in project identification, design and management) was reviewed in order to retain only the most essential components within the programme planning framework of the OMS hierarchy of objectives. The management of implementing partners was also reviewed, and simplified formats for sub-agreements and sub-project descriptions were established.

During the first quarter of 2000, 11 OMS strategic planning exercises were held in the field covering 42 countries, with the participation of some 300 staff. Another ten workshops were undertaken covering 20 countries, with some 260 UNHCR staff and 80 implementing partner staff, to facilitate understanding of the OMS. These field exercises resulted in improved planning of operations through team and partner participation, and in increased comprehension of the OMS methodology. Regular meetings were held, and will continue in 2001, to communicate the OMS role as the "business driver" for UNHCR and the planned information technology (IT) systems. The new programme planning framework was received positively by field staff; however, it needs to be strengthened by new computer systems. Further efforts will be made to train all UNHCR implementing partners and staff.

A Joint Design Team (JDT) was established between the Protection and Programme Management System (PPMS) and the Finance teams to prepare the new results-based budgeting and accounting structure which the new systems support will be built upon. It was agreed to develop a model using Access software as a programming tool. Considerable progress was made in designing and developing functional requirements, as part of a model computer application, to support the hierarchy of objectives; the programming time was extended into 2001, and the model was demonstrated in the field. The PPMS team assisted in the preparation of a *Request For Proposal* (RFP) for the Project PROFILE (registration and camp management tool) feasibility study and the evaluation of the bids. Overall, it is recognised that the lack of automated tools will remain a constraint to the full implementation of the OMS.

The Integrated Systems Project (ISP)

The OMS Integrated Systems Project is the information technology system which includes tools to provide UNHCR with a world-wide, integrated system which will link field offices with Headquarters, providing efficient communication and information access. There are three sub-projects under the ISP:

- **Core support systems project** aims to achieve seamless transfer of data between functions and the integration of procedures into cross-functional processes in Finance and Budget, Human Resources, Supply Chain, and Protection and Programme Management, through an Enterprise Resource Planning (ERP) framework and related software package. This will result in increased productivity and better information provided to management, both at Headquarters and in the field.

- **Electronic document management system (EDMS) project** concerns the gathering and preserving of institutional knowledge by establishing automated procedures for document creation, workflow, retrieval and dissemination to support staff at all locations. A record management component of EDMS organises and categorises official records stored in a document repository. The project is cross-functional in scope, and will enhance the decision and executive information capabilities.

- **Information technology infrastructure project** involves the selection of new hardware, system software and a database management system. Telecommunications with field offices will be strengthened to ensure full access in remote locations.

Achievements and Impact

Significant progress was made for each sub-project. Six teams covering EDMS, Finance Human Resources, PPMS, Supply Chain and technical components were assembled early in 2000. A *Request for Proposal* document was prepared and a rigorous bidding exercise to select a partner for systems implementation was completed. The project was divided into four phases. An implementing agent was selected to assist UNHCR in phase 0 of the project.

In order to define the Organisation's world-wide data communication needs, an external review was completed in November. It provided UNHCR with a good understanding of the infrastructure platform needed to implement systems in the field. The review will also serve as the basis for tendering data communication services. Implementation and upgrading of the Headquarters LAN systems began during 2000 and will continue in 2001, along with an upgrade of e-mail systems.

The PeopleSoft and LiveLink/iRIMS products were purchased in 1999. All of UNHCR's specific document management and archiving requirements were examined for adopting the LiveLink/iRIMS which became operational in July. The document management system was also piloted in the Bureau for Americas in 2000 and was successfully completed in November.

UNHCR also continued to conduct a wide range of revisions of financial management and human resources policies and practices, in particular the decentralisation of both functions to the field. Details of the achievements related to financial management and human resources management are described in the chapter on Headquarters.

The Supply Chain Project

Part of OMS processes and procedures, the Supply Chain Project re-examines the ways in which UNHCR could better manage and streamline supply operations such as procurement, logistics, transport and asset management functions. The Supply Chain Operations Reference Model (SCOR), which integrates these functions based on a model from the commercial sector, was used as the basis for creating the UNHCR Supply Chain. In 2000, the project team prepared for actual implementation and changed the structure of supply management.

Achievements and Impact

Supply Chain standard processes were charted, enabling a structured approach to fulfilling of the supply function. Progress was made linking aspects of supply chain to the PeopleSoft software. A warehouse survey was conducted on some 150-200 warehouses worldwide managed by UNHCR, mostly through implementing partners. A Supply Chain Transaction Estimates Model was developed to help design the infrastructure solution in the field.

UNHCR conducted a Supply Chain workshop in Indonesia for regional supply, programme and administrative staff. Another workshop took place in the Russian Federation for staff on implementing supply-related activities. Materials were further developed for training staff in the new Supply Centre in Geneva. UNHCR's first computer-based training modules, Essentials, Sourcing, Delivery, Asset Management and Support Implementation, were finalised and installed in regional offices and on UNHCR's web browser.

EMERGENCY PREPAREDNESS AND RESPONSE

Refugee crises tend to occur in high-risk areas characterised by general insecurity or active conflict. For UNHCR, the loss in September 2000 of four colleagues working in West Timor (Indonesia) and in Guinea once again clearly demonstrated the inadequacy of current arrangements for staff safety and the security of refugees as well as other persons of concern to UNHCR. To further improve UNHCR's capacity to respond to complex and large-scale emergencies, in 2000 the Office conducted an in-depth internal review of its emergency preparedness mechanisms and emergency response structures. The review, which considered the findings and recommendations of an independent evaluation (February 2000) of UNHCR's response to the Kosovo crisis, led to a comprehensive Plan of Action (May 2000). The review also led to the establishment of an improved organisational structure to prepare for and respond to emergencies. In 2000, UNHCR pursued the following broad objectives:

- Respond to emergencies, including complex and often large-scale repatriation operations by providing multi-sectoral support and efficient mobilisation of the Office's standby support capacity;

- Reinforce institutional emergency preparedness through in-house training and staff development; develop emergency management tools and standby emergency support mechanisms; and improve co-ordination with partners and other agencies; and

- Strengthen situational preparedness for emergency-prone regions by ensuring timely initiation of contingency planning and related preparedness measures at both regional and national levels.
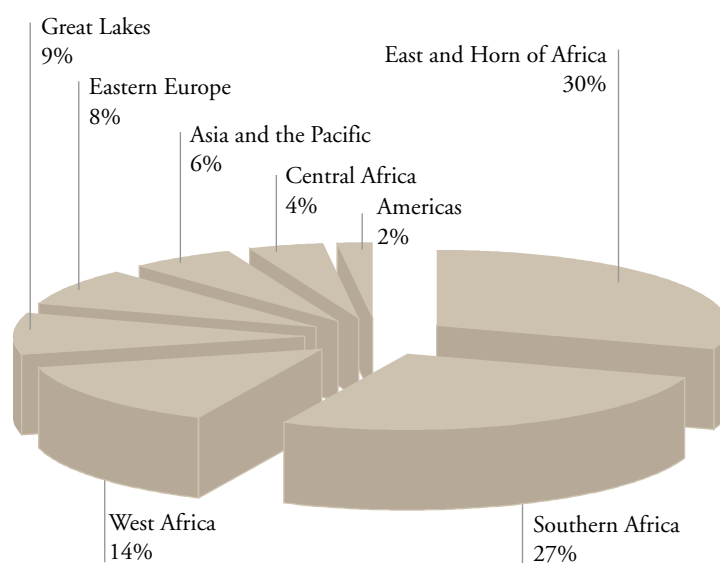
Achievements and Impact

As a direct outcome of internal review, the Emergency Preparedness and Response Section (EPRS) will be incorporated into a larger, more robust structure known as the Emergency and Security Service (ESS). The new service will manage UNHCR's emergency preparedness and response, staff safety, camp and refugee security and external partnerships for emergencies, including liaison with military forces. The expanded ESS reports directly to the Executive Office and plays a proactive role in assisting the Bureaux and other support services to co-ordinate all aspects of emergency response, working in close co-operation with offices in the field.

Emergency Response: By contrast with the huge crises of 1999, emergency staff deployments were in 2000 increasingly a response to small or medium-sized emergencies symptomatic of chronic problems, especially in Africa. In close co-ordination with other relevant units within UNHCR, EPRS facilitated the timely dispatch of emergency resources including staff support, equipment and emergency relief items. EPRS fielded a total of 118 staff (senior emergency staff plus emergency roster staff) to participate in emergency operations with external stand-by teams in the following countries: Angola, Botswana, Chad, the Democratic Republic of the Congo, Djibouti, Eritrea, Guinea, Indonesia (including in Timor operation), Namibia, Pakistan, the Republic of the Congo, Sierra Leone, Sri Lanka, Sudan, Yemen, Zambia, and operations in the northern Caucasus.

Institutional Preparedness: The *Catalogue of Emergency Response Tools* was updated and shared with UNHCR's offices. It provides a comprehensive list of resources available during an emergency and a detailed description of how to tap these resources. Information on regional staff and accommodation packages was added, including transportation arrangements and costs. The

Deployments to Operations in 2000
by Geographical Areas

Great Lakes
9%

Eastern Europe
8%

Asia and the Pacific
6%

Central Africa
4%

Americas
2%

East and Horn of Africa
30%

West Africa
14%

Southern Africa
27%

Reflects deployments
undertaken to the respective areas as part of situational response.

Russian, Arabic and Japanese editions of the *Handbook for Emergencies* were published and distributed, and the French and Spanish are being produced. In addition, UNHCR operates a centrally controlled emergency stockpile, located in Copenhagen, with the capacity to meet the initial requirements of an emergency operation. The stockpile contains inventories of four-wheel drive vehicles, generators, cooking sets, jerry cans, tarpaulins and rolls, plastic sheeting, blankets, computer and telecommunications equipment and office start-up kits.

Emergency Training: The Governments of Switzerland and Norway funded and hosted two workshops on Emergency Management, which were held in Gollion (Switzerland) in March and in Starum (Norway) in September 2000. The two workshops prepared some 60 staff members for future emergency deployments.

Four Emergency Management Training Programmes (EMTP) were held in Africa (Tanzania and Kenya) and in Asia (Indonesia) during 2000. The EMTP training targets mid-career managers and support staff in the field, as well as government partners, other UN agencies and NGOs. It acquaints them with the purposes of emergency management; highlights the need for general management skills; and demonstrates specific applications of these skills to priority areas of assistance.

A Distance Education Programme was launched in August 2000. A total of 125 persons participated in the pilot project, which is currently being evaluated, with findings published in the first quarter of 2001. Participants who complete the programme are entitled to academic credit towards a diploma from the University of Wisconsin's Disaster Management Centre, which collaborates with UNHCR on the programme.

UNHCR staff participated in UN inter-agency Emergency Field Co-ordination Training (EFCT) managed by OCHA in December 2000. Its objective is to establish an inter-agency core group of staff who will be deployed to emergency situations to support UN Humanitarian Co-ordinators.

UNHCR engaged in training and simulations with both multinational and national military forces. In May, EPRS joined a NATO exercise in Turkey, partly focusing on mass refugee influxes and the need to plan with local organisations for their reception and care; in June in Hawaii the US Third Fleet in the Pacific organised a similar exercise. UNHCR's contributions in both exercises focused on the Office's standard procedures, its role and mandate, and the need to maintain the civilian character of refugee emergencies, even when military resources are used.

Standby Arrangements: In addition to the traditional external partners, new standby arrangements were concluded (with funding from the Government of Norway) for the compilation of a roster of former UNHCR professional staff to be managed by the Norwegian Refugee Council (NRC) and a local staff list managed by UNV.

Telecommunications and IT equipment were procured for staff field kits. A stand-by agreement was also concluded with *Télécoms sans frontières* for technical support staff during emergencies.

Under a stand-by agreement between UNHCR and RedR (Registered Engineers for Disaster Relief) Australia, in 2000 some 16 experts (engineers and logistics experts) were deployed to various UNHCR field operations (both emergency and nonemergency). The total contribution amounted to approximately 66 man-months. This deployment was a contribution in kind funded by the Australian Government through AusAID. As a focal point for the stand-by agreement, UNHCR's Engineering and Environmental Services Section (EESS) managed deployment, administrative arrangements and technical backup to the experts in the field.

Thirteen staff from Save the Children (Sweden/Norway) were deployed under a standby arrangement. These deployements ensured that the community development approach was applied in emergency situations.

Situational Preparedness: To establish and maintain a dynamic early warning system with linkages to specialised institutions and the humanitarian community, UNHCR has continued its review and assessment of ongoing and potential conflicts. The findings are updated regularly and systematically analysed by senior management. This global overview of trouble spots focuses on the identification of areas particularly at risk and the preparedness measures required in rapidly evolving situations. UNHCR closely liaises with the United Nations Framework Team in New York on all matters relating to the inter-agency contingency planning carried out in high-risk areas. External institutions are also commissioned to analyse emergency prone areas. Within UNHCR, pre-crisis cells have been established to enhance preparedness in anticipating the deterioration of a situation triggered by violence, such as those in the Democratic Republic of the Congo or Guinea in 2000. In an effort to maximise communication links with implementing partners and UN agencies at field level, contingency planning workshops were held on a country basis throughout 2000 in Europe (11 countries), Africa (16), Asia and the Pacific (three), CASWANAME (three) and the Americas (two).

Number of Deployments to Operations in 2000
by Source and Category

Institutional Preparedness (Total: 38)

Situational Preparedness (Total: 12)

Emergency Response (Total: 101)
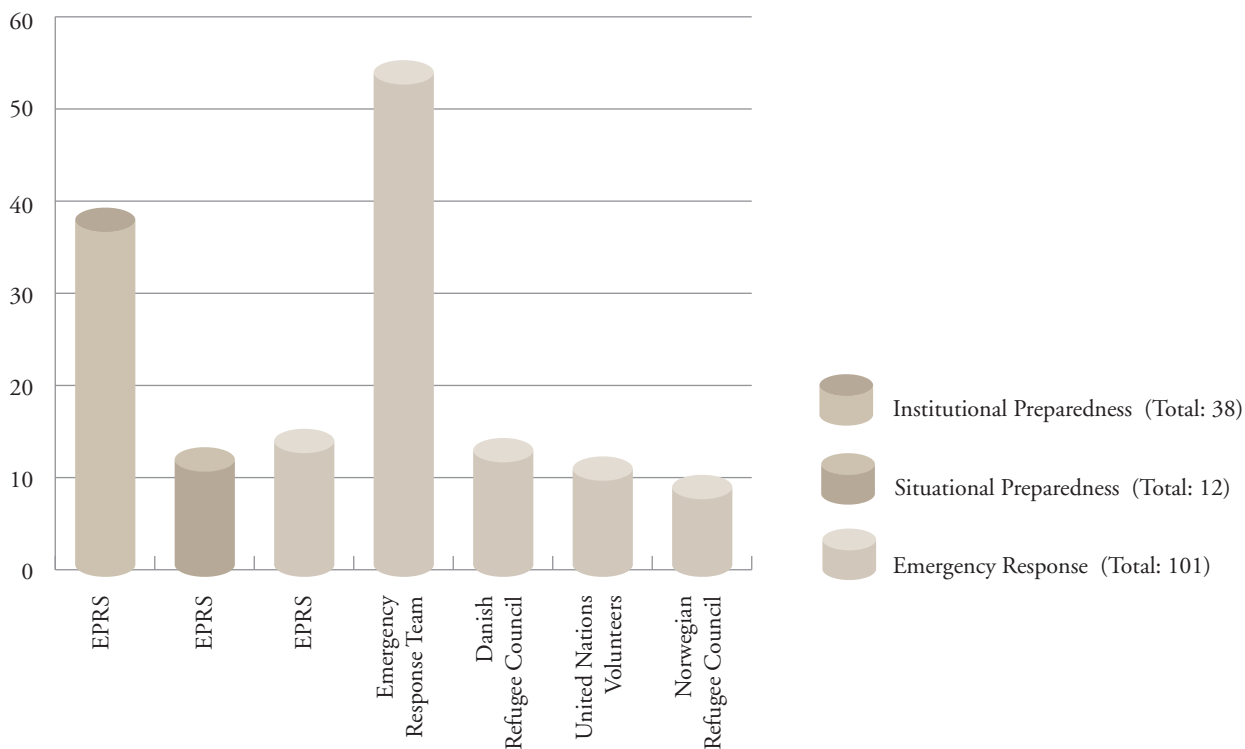
Number of Deployments to Operations in 2000 by Source and Category

UNHCR Emergency Response Stand-by Arrangements	Staff							Logistics				Sectorial											
	Base Camp Manager	Field	Logistics	Protection	Repatriation	Security	Telecoms	Accommodation	Emergency Stockpile	Telecoms	Transport Logistics	Community Services	Domestic Needs	Education	Engineering	Food	Health/Nutrition	Income Generation	Legal Assistance	Mine Clearance	Sanitation	Shelter	Water
UNHCR																							
Internal (Staff/Roster)		x	x	x	x	x	x	x	x	x	x	x	x	x	x		x	x	x		x	x	
External (Consultants)		x		x	x							x		x	x		x	x	x		x	x	x
UN																							
United Nations Volunteers		x	x	x	x		x				x												
World Food Programme			x						x		x					x							
NGOs																							
Danish Refugee Council		x	x	x	x	x	x	x		x													
Noreps-Norway		x	x	x	x			x		x							x	x		x	x	x	x
Norwegian Refugee Council		x	x	x	x	x	x	x		x													
Save the Children (Sweden/Norway)												x											
RedR - Australia	x	x	x			x	x	x		x	x				x					x	x	x	x
Télécom sans frontières							x			x													
Government																							
Technisches Hilfswerk (THW) - Germany										x	x				x						x	x	x
EMERCOM - Russian Federation			x								x												
Swedish Rescue Service Agency								x		x	x					x					x		x
Swiss Disaster Relief										x	x					x	x					x	
Department of Public Health - USA																	x				x		x

Staff Development and Learning

Enhancing staff capacity is an important factor in ensuring more effective performance and in furthering career planning. Staff development is an integral part of UNHCR's Career Management System (CMS), under which the competency framework serves as the basis for identifying learning needs. Staff development activities account for roughly two per cent of staff costs (USD 4.32 million in 2000). In addition, implementing partners, particularly national NGOs, benefit from a range of training opportunities as well as local initiatives designed to build capacity. UNHCR's staff development strategy is based on the following principles:

The democratisation of learning: With so many staff dispersed in so many locations, learning opportunities must be made available when and where staff need them. Flexible learning and the decentralisation of resources contribute to achieving this objective.

The utilisation of more appropriate learning methodologies: This strategy encourages all forms of workplace learning (coaching, shadowing, guided missions, guided reading and self-study). Technological solutions (CD-Rom and Internet-based training) are increasingly viable options.

The prioritisation of learning content: The four main competency clusters (Protection, Operations, Management and Resource Management) are covered by the core Learning Programmes; these are then complemented by a wide range of generic skills and functional group learning opportunities.

With this approach, UNHCR aims to make individual development more cost-effective, and to complement individual learning with both team and organisational learning.

Summary of UNHCR Training Activities in 2000[1]			
Type of Training	UNHCRs staff	Implementing Partners[2]	Total
UNHCR Learning Programmes[3]			
Management	279	0	279
Protection	128	0	128
Distance Learning			
Effective Writing	110	0	110
Emergency Management	98	117	215
Workshops/Courses			
Action for the Rights of the Child	17	15	32
Administration/Personnel/CMS	448	22	470
Communication Skills	46	12	58
Computer Applications	309	35	344
Durable Solutions	22	24	46
Emergencies	121	59	180
Environment	34	23	57
Workshops/Courses			
Finance	39	38	77
Induction/Orientation[4]	48	0	48
Language	556	0	556
Logistics, Supplies	52	3	55
People Oriented Planning	30	7	37
Programme Management	154	49	203
Protection[5]	519	119	638
Public Information	44	7	51
Security/Safety/First Aid	460	181	641
Social/Counselling/Education/Health	53	24	77
Stress Management	61	32	93
Technical/Sectorial Training	81	0	81
Total	**3,709**	**767**	**4,476**

[1]This table only records substantive training events and consequently does not reflect the full range of training activities initiated locally or in association with implementing partners. UNHCR encourages workplace learning such as coaching, guided missions, on-the-job training and other forms of continuous and flexible learning. – [2]Includes staff of NGOs, Governments and other UN Agencies.– [3]Participants who began in the year 2000. – [4]At Headquarters only. – [5]Not including a large number of activities related to the Promotion of Refugee Law.

Achievements and Impact

During 2000, UNHCR made considerable progress in setting in place the central elements of its Learning Strategy – the Learning Programmes – focusing on the main competency clusters. These programmes incorporate both distance learning and face-to-face components, and require participants to make a considerable investment of their time (nine months on average). Participants consider the programmes' three-phase approach (pre-workshop self-study, workshop and post-workshop application phases) to be highly effective.

In 2000, 20 per cent of the training budget was decentralised to field offices, to give them greater control over their learning. They report that, as a result, they are better able to find local solutions to staff development needs.

In addition, two distance-learning initiatives were piloted. The Commonwealth of Learning in Vancouver published *Writing Effectively in UNHCR* and the University of Wisconsin piloted five self-study modules on *Emergency Management*. The first self-study CD-Roms (on Supply Chain Management) were also produced and development began on a CD-Rom entitled *An Introduction to International Protection*. These experiments with new technology for learning have already proven popular with a large number of staff, especially in the field. The demand for distance-learning programmes has clearly outstripped the supply, so the wider use of technology for outreach is being explored.

Recognising the efficacy of external studies opportunities for UNHCR staff, the external studies policy was revised so as to increase the accessibility for all staff as well as more closely align the topics of study with UNHCR's operational objectives. Providing learning opportunities for interns is also considered important and a new Clearing House for Interns was established in 2000, accessible through the UNHCR's external and internal websites.

Responding to evaluation reports, the Staff Development Section (SDS) took two initiatives in 2000 to address serious learning gaps. A flexible approach to Induction and Orientation was piloted using a newly developed Induction "Toolkit", and learning needs during emergencies were identified through a project addressing Learning In and From Emergencies (LIFE).

Through regular communication with the extensive network of Field Training Co-ordinators there are indications that UNHCR's Learning Strategy is having a noticeable impact and field staff in particular are welcoming the increased learning opportunities.

The table below summarises substantive training events in 2000.

UNHCR's implementing partners also benefit from the Office's training initiatives especially where these focus on protection, programme management and emergency management. Throughout 2000, some 800 implementing partners staff attended UNHCR-organised workshops.

VOLUNTARY SEPARATION AND SPECIAL STAFF COSTS

During 2000, expenditures for Special Staff Costs reached USD 4.6 million. This compares to USD 4.5 million in 1999 and thus reflects a stable pattern from year to year. The Special Staff Costs Account was established to cover the staffing costs of individuals who, for whatever reason, are not charged to a particular post at any given time, for a shorter or longer period, depending on the circumstances. Typically, staff who are temporarily in between assignments are paid from this account, which reflects the level of frictional displacement of the workforce in a rotational environment such as UNHCR's.

USD 2.3 million was disbursed to cover the cost of the voluntary separations that were agreed to during the year (compared to USD 3.5 million in 1999). In 2000, a total of 34 staff members were voluntarily separated from service under this scheme.

PROTECTION-RELATED ACTIVITIES

Refugee Status Determination Project (RSD)

UNHCR launched the Refugee Status Determination Project in 2000. By increasing capacity to deal with status determination through streamlined procedures, the project serves as a "diagnostic tool" for solving some of the RSD problems and improving the quality and consistency of refugee status determination carried out by UNHCR's offices. The project also aims to assist Governments with their own RSD responsibilities, particularly by training eligibility committees, providing background information and having UNHCR participate in the decision-making process. The focus in 2000 was on addressing refugee status determination backlogs, particularly in those countries that are not party to

the 1951 Convention and the 1967 Protocol. Refugee status determination personnel were deployed in 12 countries: Chad, Cyprus, Gabon, the Islamic Republic of Iran, Israel, Mauritania, Morocco, Niger, Pakistan, South Africa, Thailand and Turkey.

Achievements and Impact

Through the work of the RSD mission, the backlogs were entirely cleared in Chad, Mauritania, Morocco, Niger and Thailand, and were largely reduced in the Islamic Republic of Iran (within the framework of the Joint Programme for Afghan Asylum-seekers) and South Africa (where 23,000 claims were pending adjudication). In Gabon and Pakistan, RSD support projects were launched during the last quarter of 2000 and will be continued in 2001. Another RSD support project was carried out in Cyprus between October 1999 and April 2000, in which the Office increased its RSD capacity by employing local support and eligibility staff. In Israel, the project assisted not only in the reduction of backlog, but also in the training of government officials, including the officers of seven detention centres for asylum-seekers and refugees. One international consultant and four local staff were funded for a short period to reduce a chronic backlog of asylum applications in Turkey. Due to staffing constraints, 12 consultants with prior RSD and/or previous UNHCR experience were deployed in these 12 countries. UNHCR made provisions for 66 local staff and interpreters through the RSD project.

UNHCR established, trained, equipped and further developed standby roving RSD teams to be deployed where needed for a determined period of time. The Office also provided supervision, quality control and oversight of the work of the standby RSD roving teams. Training sessions on criteria and procedures for status determination were carried out for over 250 UNHCR staff, consultants, project staff and government officials during 2000. Procedures were improved through the introduction of novel RSD tools (such as adjudication worksheet, standard letter of recognition of refugee status, and gender sensitive interviewing forms), internal reviews, discussions and recommendations, and capacity-building of local UNHCR offices and/or national eligibility committees through on-the-job training and apprenticeships. RSD missions were also improved to better address the root causes of backlogs. The estimated number of persons screened by the RSD project during the year was more than 92,000.

The enhancement and harmonisation of standards and the building of a local RSD capacity are longer-term objectives which require strong commitments on the part of all stake-holders. The RSD project is resource-intensive and requires a high level of professional expertise, as well as supervision and guidance. For example, essential guarantees of any RSD procedure (such as the right to appeal) may be regarded by a lay person as impediments which further prolong the adjudication process.

Promotion of Refugee Law

UNHCR undertook activities to broaden the support base for UNHCR's protection mandate and ensure effective implementation of human rights and international humanitarian law principles and mechanisms in refugee protection. The following objectives were defined for 2000:

- Broaden the base of State support, including further accessions to refugee instruments;

- Sensitise an increased number of government officials, NGO representatives and academic circles on refugee law issues;

- Ensure the effective use of human rights and international humanitarian law principles and mechanisms in refugee protection; and

- Maintain a comprehensive policy on publication and dissemination of legal materials.

Achievements and Impact

The Global Accessions Campaign, launched by the High Commissioner in 1998, continued during 2000. Two countries, Mexico and Trinidad and Tobago, acceded to both the 1951 Convention and its 1967 Protocol. As at 31 December 2000, the total number of State parties to the 1951 Convention and/or the 1967 Protocol had reached 140 countries. In addition, four States, Lithuania, Slovakia, Mexico and Guatemala, acceded to the 1954 Convention Relating to the Status of Stateless Persons, and two States, Slovakia and Tunisia, acceded to the 1961 Convention on the Reduction of Statelessness, bringing the total to 53 and 23 States respectively. Information packages on the accession campaign for governments were made available in five UN languages (English, Arabic, French, Russian and Spanish) and several other non-UN languages. Some 13,000 copies were published during 2000. Workshops for parliamentarians and key government officials were organised in several countries, including Indonesia, Mexico and Thailand.

UNHCR organised and contributed to refugee law training sessions and conferences for government officials, NGO representatives, and academic circles in co-operation with other institutions and organisations. In

collaboration with the International Institute of Humanitarian Law in San Remo, UNHCR organised two refugee law courses in which 95 senior government officials, NGO representatives and academics from over 50 countries around the world participated. The Office also assisted the organisation of the 2000 Summer Course on Refugee Law in Strasbourg for 50 postgraduate students, mid-level government officials and NGO representatives. Financial and human resources support for refugee law training in Asia and Africa was offered. The Office helped to organise the fourth International Conference of the International Association of Refugee Law Judges, and sponsored judges from developing countries to participate. Prior to the conference, UNHCR organised two training sessions for more than 100 judges.

With the UN Department of Peacekeeping Operations, the Office of the High Commissioner for Human Rights (OHCHR) and the International Labour Office staff college in Turin, UNHCR co-organised a course on Peacekeeping, Human Rights and Humanitarian Assistance for 36 military and civil police officer trainers. At the invitation of the Swiss Ministry of Foreign Affairs, the Office participated in two pre-mission training sessions for human rights monitors. Each session was open to around 30 human rights monitors who will work in short missions with OHCHR, OSCE and others. UNHCR also provided lectures on the interface between refugee law and international humanitarian law in several courses organised by ICRC.

The Office continued to work on building a link with academia. Nine professors of international law from Egypt, Indonesia and Moldova received training from UNHCR to initiate refugee law programmes in their universities. Some 15,000 textbooks and other material were given to universities in developing countries, in particular Côte d'Ivoire, Nepal, Nigeria, Tanzania and Thailand. UNHCR was also invited to teach refugee law in several universities or academia.

UNHCR contributed to various studies and research works related to international refugee law such as a special issue of *the Refugee Survey Quarterly on Housing and Property Restitution for Returnees* and a study on *UNHCR's Mandate: The Politics of Being Non-Political. Protecting Refugees: A Field Guide for NGOs* was made available in Arabic, French, Russian and Spanish. Other training manuals were also translated into several languages. More than 22,000 documents, such as the field guide, training manuals and handbooks, were dispatched to UNHCR offices in the field, governments, NGOs and universities. A number of refugee law journal publishers were approached for authorisation to reproduce and distribute documents free or at lower cost in order to establish a standard and affordable refugee law library for developing countries.

Support for Voluntary Repatriation and Return

UNHCR assists those individual refugees who require specific assistance outside of any other voluntary repatriation project, in cooperation with IOM. In 2000, assistance, such as providing transport and travel documents, was authorised for 25 individual households. Although only a small number benefited from this project, it should be noted that the number of those who require this kind of assistance is unpredictable.

Resettlement Activities and Projects

Resettlement assistance requires professional staff with relevant experience to address protection concerns. During 2000, UNHCR worked to further enhance standards and guidelines relating to resettlement, in consultation with interested governments and non-governmental organisations as well as facilitate the resettlement of refugees. The objectives defined for 2000 were:

- Develop standards and guidelines for resettlement practices and initiate activities to upgrade resettlement expertise and improve systems and methods for ensuring consistent application of standards and efficient implementation;

- Ensure that sufficient resources are provided; and

- Prepare for the International Conference on the Reception and Integration of Resettled Refugees (ICRIRR) to be held in April 2001, in co-ordination with resettlement governments and NGOs.

Achievements and Impact

In addition to ten traditional resettlement countries (Australia, Canada, Denmark, Finland, Netherlands, New Zealand, Norway, Sweden, Switzerland and the United States), a further eight countries (Argentina, Benin, Brazil, Burkina Faso, Chile, Ireland, Iceland and Spain) concluded agreements to process resettlement applications referred by UNHCR. While identifying additional resettlement countries remains important, priority is given to building solid foundations in the new resettlement countries. During 2000, two specialists from the traditional resettlement countries were deployed to Argentina, Benin, Brazil, Burkina Faso and Chile to strengthen and develop resettlement strategies, evaluate progress, and enhance the design and implementation of integration initiatives. A Danish immigra-

tion expert was engaged to evaluate resettlement activities in emerging resettlement countries. The evaluation concluded that, despite initial problems, there is strong political will to receive refugees, but that traditional resettlement countries, along with NGOs and the international community, must provide vital support. In response to UNHCR's call for greater flexibility and responsiveness in the case of refugees who need to resettle on an emergency basis, the Government of Canada launched a new Urgent Protection Pilot Project in Kenya, Pakistan and Turkey. UNHCR works towards the standardisation of emergency procedures to improve speed and efficiency.

A number of decentralised training activities were conducted jointly with governments and NGOs during 2000 in Canada, Kenya, Thailand and the United States. Through the deployment scheme with the International Catholic Migration Committee (ICMC), a substantive increase in the implementation of training activities is expected in 2001. UNHCR continued to disseminate and update the *Resettlement Handbook* (in English, French and Spanish) and a series of related documents. Two Resettlement Handbook training workshops took place in Canada, attended by 70 NGOs. During 2000, the development of the Electronic Resettlement Information and Submission System (ERISS) entered its final stage. The roll-out process of ERISS will commence in the first half of 2001. In addition, public information material and a video (in Spanish, English and French) have been produced and disseminated to promote understanding and appreciation of resettlement activities. The 2000 Annual Tripartite Consultations on Resettlement identified a number of additional issues for further study and discussion.

Through deployment of resettlement experts to the field, the quality of submissions improved and the acceptance rate of cases submitted by UNHCR increased substantially. Out of more than 100,000 refugees resettled globally, some 30,000 were resettled under UNHCR's auspices in the year 2000. Staff constraints were a main concern for resettlement activities, as staff on temporary assignment and international deployments of resettlement and integration experts were used to supplement existing staffing levels. Funds were also made available to hire local staff under resettlement projects in the Islamic Republic of Iran, Turkey, India and Pakistan. Under the Framework Agreement with ICMC concluded in 1998, some 55 deployments from NGOs and governments have been made available to UNHCR field offices, in order to bridge the gap in operations linked to the increased number of complexity of resettlement cases. In addition, a project with the International Rescue Committee was implemented as of October 2000 in Pakistan, focusing on women-at-risk. It is expected that the identification process and case management of refugees with resettlement needs in this category will be improved. These schemes will be expanded in 2001, in parallel to ensuring the adequate support of UNHCR's protection staff.

UNHCR prepared for the International Conference on the Reception and Integration of Refugees (ICRIRR), to be held between 25 and 27 April 2001 in Sweden, in coordination with resettlement governments and NGOs. An Executive Committee, which includes three former refugees from different regions, was established and a facilitator was identified through the UNHCR/ICMC deployment scheme. ICRIRR will be hosted by the Swedish National Integration Office, and the planning and follow-up phases of the integration project will be supported by the Nordic countries and the United States.

Countries with Resettlement Programmes under the Auspices of UNHCR	
Country	2000 Resettlement Quota
Argentina	Emerging Programme: No Specific Quota
Australia	40,000[1]
Benin	240[2]
Brazil	Emerging Programme: No Specific Quota
Burkina Faso	Emerging Programme: 100
Canada	7,300[3]
Chile	Emerging Programme: No Specific Quota
Denmark	508
Finland	700
Iceland	Emerging Programme: No Specific Quota
Ireland	Emerging Programme: No Specific Quota
Netherlands	500
New Zealand	750
Norway	1,500
Spain	Emerging Programme: No Specific Quota
Sweden	1,800
Switzerland	Programme Temporarily Suspended
USA	85,000

[1] In addition, Special Humanitarian Programme and Special Assistance Category bring total Humanitarian Programme to 10,000.
[2] Cumulative Quota for 1999 and 2000.
[3] In addition, some 3,000 Private Sponsorships each in 1999 and 2000.
Other countries receive refugees for resettlement and family reunification on an individual basis or under special quotas for refugees with medical needs.

Registering Refugees: A Vital Element of Protection and Assistance

Identifying and recording the profile of a refugee population is key to protecting and assisting refugees effectively, as well as to planning long-term solutions. In some recent mass influx situations the sheer pace and scale of displacement has posed particular challenges to States and UNHCR to adequately register a large number of refugees crossing borders within a short period of time. UNHCR recognises that in many parts of the world, the process of refugee registration – and related activities such as recording of data, verification, case processing, as well as data-management and exchange – have proved inadequate.

In 2000, UNHCR identified the need to improve population data management as one of its main priorities and initiated **Project PROFILE**, a long-term strategy for population identification, registration and information management. Its aim is to strengthen UNHCR's field capacity to establish the size of a refugee population more accurately, as well as to collect, analyse and use population information effectively for protection, monitoring, planning and implementation of assistance programmes and durable solutions. In 2000, UNHCR commissioned a feasibility study carried out by Deloitte and Touche (working in close collaboration with UNHCR's Population and Geographic Data Section and under the overall guidance and support of an interdepartmental Working Group on Registration). While confirming the feasibility of Project PROFILE, the study makes a number of recommendations aimed at:

- Strengthening core registration and population management procedures;
- Developing and systematically introducing counting and survey methods to better establish the demographic and socio-economic profile of the refugee population;
- Developing global population data management software;
- Introducing an Automated Fingerprint Identification System (AFIS); and
- Introducing fraud-proof identity documentation.

The introduction of Project PROFILE will significantly affect the protection of refugees and the management of UNHCR's field operations. Reliable registration will improve protection through better identification and documentation of refugees, asylum-seekers and persons of concern to UNHCR. Programme planning and resource allocation will be based on accurate population profiles and more active community participation. Project submissions will include realistic population indicators and verifiable assumptions. While Project PROFILE will require resources over a number of years, the study identifies important quantitative and qualitative benefits and lists a number of activities that can be managed independently and implemented in the short run. Subject to senior management approval and availability of resources, initiatives during 2001 will focus on the development of software, conducting sample surveys, testing data collection tools and piloting of AFIS. Project PROFILE will be developed in close collaboration with UNHCR's operational partners.

RESEARCH AND DOCUMENTATION

The State of the World's Refugees: Fifty Years of Humanitarian Action was published in November 2000. The book examines the major refugee crises of the last 50 years and the changing nature of international responses to the problem of forced displacement. The book has been published in 13 languages (Albanian, Arabic, Chinese, English, French, German, Greek, Italian, Japanese, Polish, Portuguese, Russian and Spanish). More language editions will appear in 2001. The book is also available in electronic format on the UNHCR website. Some 60,000 copies of the book have so far been printed, including some 20,000 copies in English.

PUBLIC INFORMATION AND MEDIA PROJECTS

During 2000, UNHCR pursued more aggressive marketing of UNHCR's media services.

In addition to strengthening organisational structure described in the chapter on Headquarters, the objectives for 2000 were:

- Identify key hubs for creation of a global public information network capable of providing a constant flow of timely, accurate information to media and the general public;

- Develop standby rosters of experienced media officers, both staff and non-staff, available for emergency deployment;

- Re-establish UNHCR's mass information capacity for provision of information to refugee, returnee and host populations, particularly in emergencies;

- Upgrade the technical capacity to collect, package and disseminate information, including provision of digital photo and video equipment for use in emergencies, increased provision of video news through broadcast media channels and increased provision of editorial content on UNHCR's website; and

- Conduct public awareness campaigns and produce educational material to raise awareness.

Achievements and Impact

UNHCR laid the foundation for closer co-ordination and consistency of its external message worldwide through identification of a "23-city International Public Information Network". Information to and from the hubs will be edited and packaged by a strengthened news and editing staff at Headquarters. Most of the 23 identified media hubs already had public information/media officers in place; however, strengthening of the staffing level is required in some locations. Funding constraints and restrictions on posts during the year made the further consolidation of this network problematic. More aggressive marketing of UNHCR's global media services was conducted through direct contacts as well as distribution of a regularly updated "Media Contacts and Services" advisory to editors worldwide. The advisory is part of ongoing preparations for a UNHCR "media-only" page on the newly re-designed UNHCR website.

The Office also provided live radio and television interviews with broadcasters around the world and assisted with more than a dozen outside productions in 2000. Some 27 in-house news edits (short video news stories with original UNHCR footage from operations worldwide) were distributed to broadcasters via UNHCR's uplink with the European Broadcasting Union. News footage was also offered though a new web video service, "The News Market". The digital transformation of the audio-video editing studio and camera equipment also progressed. In 2000, much of the activities related to publications focused on various 50th Anniversary activities (see The Year in Review chapter). The Office also began a new service providing selected media worldwide with advance copies of upcoming articles in *REFUGEES* magazine. A series of pamphlets and brochures, including *Refugees by Numbers* and *Helping Refugees* were upgraded, redesigned and distributed worldwide.

Furthermore, a total of some 30,000 photographic images were distributed to various users, including media, NGOs, other agencies and educational institutions. A special set of five permanent photograph exhibition panels portraying the history of UNHCR and refugees was widely distributed.

UNHCR also actively worked towards providing accurate information to refugees, returnees and others through mass information activities. In Kosovo, until the spring of 2000, UNHCR contributed to a multiagency information campaign designed to foster reconciliation in the Yugoslav province of Kosovo, launched in 1999. UNHCR also continued a mass information programme for East and West Timor, providing information on conditions for return to refugees in the West Timor camps, by facilitating "go-and-see" visits of refugee leaders to their home villages and reporting on alleged killings of returnees in East Timor, which often proved untrue. As part of the programme, interviews with refugees and East Timor officials as well as regular news programme were broadcast. The West Timor programme was suspended following the murders of three UNHCR staff and the departure of aid workers from the area in September; however, the activities in East Timor aimed at fostering reconciliation continued. The outbreak of renewed violence in West Africa also prompted the deployment of a Mass Information Officer to Guinea, along with Emergency Response Teams, to broadcast information to refugees caught in the conflict along the border region.

Public Information Officers were deployed in several emergencies and operations during the year, including Indonesia, the Great Lakes region, the East and Horn of Africa and West Africa. The swift deployment of qualified PI staff enabled UNHCR to attract attention to those situations which are normally of low profile, such as Eritrea, Guinea and Sudan. UNHCR's funding issues were also highlighted for public attention. A global roster of freelance camera crews in the different regions was compiled. The roster can be used to deploy those crews quickly to emergency situations, thus saving the cost of deployment from Headquarters or outside the region.

PRIVATE SECTOR AND PUBLIC AFFAIRS ACTIVITIES

The second year of the public awareness campaign on the integration of refugees in Europe, featuring a 30 second TV spot, two print ads and locally focused national public awareness activities, was launched in 13 of the 15 countries of the EU (except Belgium and Portugal) during the summer of 2000. Subsequently, it was also

made available in seven Eastern and Central European countries. The EU campaign on the theme of "stereotypes" won first prize in an international advertising competition. A public awareness campaign for the UNHCR's 50th Anniversary was produced, including a television spot, a photo exhibition and a poster series. More information of 50th Anniversary activities may be found in The Year in Review chapter.

The production and dissemination of educational materials remained a priority throughout the year with several new publications for youth. These materials include: three new titles for the series *Today's Children* (to be used in schools in Africa) which were distributed in time for Africa Refugee Day; the seven minute animated video, *Carly* (for the five to eight age group) which treats the theme of exclusion; and a new 32-page brochure (for eight to twelve years old) which addresses issues facing refugee children and features stories about young refugees from Afghanistan, Bosnia, Mozambique and Sudan.

A crucial task of the newly created Private Sector and Public Affairs Service is to generate funds for UNHCR's activities from individuals, public and private sector institutions and corporations. Information on the achievements in these fund raising activities in 2000 is included in the chapter on Funding.

EDUCATION PROJECTS

The **Education Account** was established in 1966 to support higher education projects in Africa. The account is currently used to sponsor existing students with scholarships for university studies and will be closed at the end of the 2000 academic year, to be superseded by the newly established and independent Refugee Education Trust (see The Year in Review chapter). During the academic year 1999/2000, 38 students (24 per cent female) in Benin, Ethiopia, Liberia, Senegal and Sudan benefited from scholarships from the account.

During 2000, the **Albert Einstein Academic Scholarhip Programme for Refugees (DAFI)** founded by the Government of Germany was used to sponsor more than 1,000 refugee students in institutions of higher education in 50 countries. The **Houphouët-Boigny Peace Prize Scholarship programme (HBTF)** provides scholarships to meritorious refugee youths to allow them to complete their secondary education in their asylum countries. In 2000, 56 refugees from southern Sudan in secondary schools in Uganda and 51 refugee pupils in Ghana, the majority of them from Sierra Leone, were supported under the HBTF. Fourty-two per cent of these students are female and many are dis-

abled, orphaned or separated young refugees. (For other educational initiatives, see the chapter on Policy Priorities).

NGO-RELATED PROJECTS

From its foundation in 1951, UNHCR has worked closely with non-governmental organisations (NGOs) and considered that the participation and involvement of NGOs both as implementing and operational partners is crucial for reaching the refugees in need of care and assistance. During 2000, UNHCR entered into project agreements with 536 NGOs (398 national and 138 international) to implement operational activities with refugees and other populations of concern to UNHCR, representing USD 240 million.

The review of the PARinAC process and the Oslo Plan of Action formed the basis for the PARinAC 2000 Plan of Action aimed to revitalise the dialogue and the process. During the year, four sub-regional PARinAC conferences were organised, in Turkmenistan, Bosnia-Herzegovina, Tunisia and Tanzania. In addition, three sub-regional meetings (Colombia, Ecuador, Brazil) prepared for a revival of the PARinAC process, based on the Partnership Strategy for Latin America. A PARinAC website was established with the International Council of Voluntary Agencies (ICVA) and already proved to be a useful tool in the preparation of NGO participation in UNHCR statutory meetings.

In 2000, UNHCR continued to promote and strengthen the PARinAC process through meetings on specific issues and the three-day annual UNHCR-NGO consultations prior to the Executive Committee (ExCom), which registered a record total of 200 NGO participants. The format of these meetings were changed in order to link the UNHCR-NGO consultations more directly to the following Standing Committee of ExCom, where the NGOs participated to the cause of refugees. ICVA has been encouraged to also take part in the preparation and the running of the pre-Excom consultations, and is serving as the focal point for NGOs participating in ExCom itself. The NGOs have also been invited to become actively involved in the 2001 Global Consultations on International Protection. UNHCR sees these organisations as important partners in the promotion and defence of the international instruments regulating the rights of asylum-seekers and refugees.

The Framework Agreement for Operational Partnership, an agreement between UNHCR and NGOs on principles for co-operation and partnerships

in the area of protection, was introduced in 1999. The objectives of the agreement are: to build an active operational partnership through a common commitment; to understand each others roles and responsibilities; to institute the highest standards of conduct, both professionally and personally; to improve mechanisms for consultation and co-operation, including information sharing; to co-ordinate programme planning and implementation; to avoid duplication of efforts and unnecessary competition and to maximise the effective use of resources; to benefit from each others' competence and expertise; and to conduct joint training and capacity building. At the end of 2000, the agreement was signed by 50 NGOs.

Voluntary Contributions - Restricted (USD)			
Donor	Earmarking[1]	Annual Programme Budget	
		Income	Contribution
Bermuda	Resettlement Projects	5,000	5,000
Cyprus	Public Information /Media Projects	4,000	4,000
Denmark	Resettlement Projects	727,729	727,729
	Refugee Women	231,214	231,214
	The Environment	115,607	115,607
Germany	Education Projects	1,722,903	1,722,903
Holy See	Public Information /Media Projects	10,000	10,000
Japan	The Environment	410,000	410,000
Mexico	Public Information /Media Projects	2,500	2,500

Voluntary Contributions - Restricted (USD)			
Donor	**Earmarking¹**	**Annual Programme Budget**	
		Income	**Contribution**
Sweden	Global Operations	2,477,477	2,477,477
Switzerland	Public Information /Media Projects	50,000	50,000
United Kingdom	OMS Integrated Systems Project	516,633	516,633
	Emergency Preparedness and Response	1,587,302	1,587,302
	Protection-Related Projects/Vol. Repat.	4,761,905	4,761,905
	Research/Evaluation and Documentation	634,921	634,921
	NGO-Related Projects	93,651	93,651
United States of America	Global Operations	4,900,000	4,900,000
	The Environment	500,000	500,000
	Other Programme Support Activities	400,000	400,000
	Protection-Related Projects/Vol. Repat.	400,000	400,000
	NGO-Related Projects	100,000	100,000
	Emergency Preparedness and Response	500,000	500,000
	Refugee Children and Adolescents	400,000	400,000
	Refugee Women	500,000	500,000
	Miscellaneous	180,000	180,000
	OMS Integrated Systems Project	1,742,737	1,742,737
	Research/Evaluation and Documentation	150,000	150,000
	Training for UNHCR Staff	425,000	425,000
	Resettlement Projects	1,620,000	1,620,000
	Promotion of Refugee Law	100,000	0
Action Réfugiés (FRA)	Refugee Children and Adolescents	914	914
Brookings Institute (USA)	Other Programme Support Activities	10,000	10,000
Japan RSG Club Federation	Refugee Children and Adolescents	13,099	13,099
Nansen Environmental and Remote Sensing Centre (NOR)	The Environment	3,454	3,454
Norwegian Refugee Council	Other Programme Support Activities	10,000	10,000
Rockefeller Brothers Fund (USA)	Other Programme Support Activities	25,000	25,000
Soroptimist International (JPN)	Refugee Women	4,762	4,762
Private Donors Austria	Education Projects	3,871	3,871
Private Donors Belgium	Public Information /Media Projects	200	200
Private Donors Finland	Public Information /Media Projects	2,000	2,000
Private Donors Germany	Public Information /Media Projects	117	117
	Refugee Children and Adolescents	21,125	21,125
Private Donors Japan	Refugee Children and Adolescents	37,284	37,284
	Public Information /Media Projects	113	113
	Refugee Women	2,814	2,814
Private Donors Islamic Republic of Iran	Education Projects	1,924	1,924
Private Donors Kuwait	Refugee Children and Adolescents	992	992
Private Donors Sweden	Public Information /Media Projects	1,000	1,000
Private Donors Switzerland	Public Information /Media Projects	1,000	1,000
	Refugee Children and Adolescents	272	272
Private Donors United Arab Emirates	Refugee Children and Adolescents	3,207	3,207
Private Donors United States of America	Other Programme Support Activities	5,000	5,000
Sub-total		**25,416,727**	**25,316,727**
UN Foundation (Ted Turner) (USA)	Refugee Women/Trust Fund	930,379	930,379
	Global Operations/Trust Fund	190,000	190,000
	Global Operations/Trust Fund	458,000	458,000
	Global Operations/Trust Fund	597,500	597,500
Sub-total		**2,175,879**	**2,175,879**
Total²		**27,592,606**	**27,492,606**

¹For more information on the various earmarkings, please refer to the Donor Profiles.
²Total funds available for obligation also included unearmarked voluntary contributions, broadly earmarked contributions, opening balances and adjustments.

Budget and Expenditure (USD)		
Annual Programme Budget and Trust Funds		
	Revised Budget	Expenditure
Policy Priorities		
Refugee Women	431,400	373,600
Refugee Children and Adolescents	1,222,000	845,300
The Environment	1,508,000	1,088,000
Sub-total	**3,161,400**	**2,306,900**
Programme Support Activities		
OMS Framework	560,236	266,764
OMS Integrated Systems Project	7,213,065	6,086,453
Emergency Preparedness and Response	1,464,779	1,373,127
Training for UNHCR Staff	2,923,300	1,941,860
HQ's Support for Resettlement Activities	272,800	271,398
Voluntary Separation and Special Staff Costs	6,800,000	6,999,867
Other Programme Support Activities	4,689,148	4,021,974
Sub-total	**23,923,328**	**20,961,443**
Other Activities		
Promotion of Refugee Law and Advocacy	569,135	500,000
Resettlement Projects	2,405,000	1,859,211
Protection-Related Projects/Voluntary Repatriation	944,000	891,000
Research/Evaluation and Documentation	2,086,060	1,690,050
Public Information/Media Projects	3,400,534	2,316,428
Training-Related Projects	356,000	300,000
Emergency-Related Projects	1,493,885	1,177,300
Education Projects	182,200	145,000
NGO-Related Projects	330,000	275,000
Miscellaneous	2,239,105	1,826,205
Sub-total	**14,005,919**	**10,980,194**
Total	**41,090,647**	**34,248,537**

GLOBAL OPERATIONS