Managing External Relations

Distance Learning with UNHCR and the University of Wisconsin Disaster Management Center

Prepared by UNHCR Emergency Preparedness and Response Section in collaboration with InterWorks and the UW-DMC
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Self Study Module

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March 2000
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Cover photograph
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Welcome and Introduction

Welcome to this self-study course on External Relations (EP-04). This self-study course will provide you with useful information and techniques to improve your ability to manage external relations before and during a refugee emergency.

Link to UNHCR’s Career Management System

This course supports UNHCR’s Career Management System (CMS) competency, ‘External Relations.’ This competency, required for emergency preparedness, is coded as EP04 within the UNHCR competency catalogue system. The competency description from the catalogue is reproduced below:

The Emergency Preparedness and Response competency (EP04) consists of the ability to identify a network of relevant contacts and to build and maintain constructive relations, in order to further UNHCR’s objectives in innovative and creative ways that are also sensitive to the political and social environment.

To demonstrate competency in the area of managing external relations, the emergency manager must be able to:

1. Identify and establish a network of useful contacts from other groups or institutions (such as government authorities, implementing partners, and UN agencies); foster co-operation and trust with contacts in the network; provide advice and information regarding UNHCR activities; consider the concerns and information needs of these groups or institutions.

2. Encourage government officials to accept responsibility for refugee issues through presentation of well-justified arguments.

3. Maintain productive relationships with donors by demonstrating to them the practical usage of funds through reports or missions to observe UNHCR programs and actively involve donors in fundraising activities.

4. Maintain positive relations with the media, seeking to put forward UNHCR’s view in a positive manner; avoid direct, public confrontation with governments and other bodies.

5. Seek to resolve any significant problems impacting UNHCR’s work through reasoned and flexible discussion with appropriate bodies, taking care not to harm relationships or lose sight of longer-term objectives in achieving short-term goals.

Organisation of this Course

This course is divided into six chapters.

Chapter 1, Introduction to External Relations, explains:

- Trends in emergency management that emphasise the need to maintain formal and informal networks and to strengthen inter-agency relationships
- How trust underlies successful relationship building in all areas
- Building and maintaining formal and informal networks
- Sharing information with your network, preparing oral briefings and creating briefing packages
Chapter 2, *Promoting Positive Relationships*, focuses on skills and tools that promote positive relationships. These include
- Negotiation skills—problem solving and conflict resolution with partner agencies
- Facilitation skills—understanding group processes and feedback

Chapter 3, *Relationships with Governments, UN Agencies and Other Key Counterparts*, describes:
- The role of external relations in refugee emergencies with regard to governments, UN agencies and other key counterparts
- The importance of co-ordination mechanisms for complex emergencies.

Chapter 4, *Media Relations*, discusses:
- Media relations and groundrules
- Presentation and media skills—presenting yourself and handling an interview

Chapter 5, *Funding and Donor Relations*, focuses on:
- Funding and donor relations
- Providing information for funding and donor agencies

Chapter 6, *Developing Strategies for External Relations*, focuses on:
- Tools and guidelines for developing practical relationship-building strategies, specifically for:
  - Promoting inter-agency relationships
  - Developing relationships with the media
  - Developing funding and donor relations strategies

How to Use this Course
Self-study is more demanding than traditional classroom instruction in that each learner has to provide her or his own framework for study instead of having it imposed by the course or workshop timetable. One of the problems with self-study courses is that people begin with great enthusiasm at a pace they cannot sustain. The best way to undertake this distance education course is to plan your own study schedule over a pre-set period by thinking ahead, and making your own schedule for study.

The course is designed to take approximately 16 hours to complete. This includes the time for reading, reflecting, answering the questions in the text, and taking the final exam.

Pre-tests
The pre-test included at the beginning of the course allows you to test your general knowledge about external relations. The test consists of 20 true/false questions. Taking this test before beginning the course should stimulate you to compare your own thoughts about external relations to those presented in the text. Also, the pre-test allows you to quickly determine how much you already know about the ideas presented and can help you to see which parts of the course you can move through more quickly or those you may need to spend more time on. If you score very well on the pre-test, it is likely that you do not need to take this course for the purpose of learning new information, although it may be a useful review.
**Instant Feedback: Self-assessment questions, exercises and worksheets**

A drawback to self-study is that instant feedback from the instructor or your colleagues is not possible. To address the need for feedback, each chapter has five true-false questions and five multiple-choice questions. Exercises are found throughout the chapters to help you get the most from the materials. There are five worksheets to help you work on and analyse issues relevant to your situation.

**Final Examination**

As a final complement to the self-assessment tests and problems which are included in the course text, there is a final examination administered by the University of Wisconsin–Disaster Management Center (UW–DMC). When you have completed all the self-assessment tests and activities to your satisfaction, you may request a final examination package.

Using the REQUEST FOR FINAL EXAMINATION form which accompanies these course materials, you will nominate a proctor to give you the examination and make arrangements for scheduling the time and place. Anyone in a position of educational or academic authority (for example, a registrar, dean, counselor, school principal or education officer) may serve as your proctor. Librarians and clergy are also acceptable proctors. For these UNHCR/UW–DMC courses, your immediate supervisor or someone else of authority in a disaster/emergency management organisation may also be your examination proctor.

The UW-DMC will mail the examination papers with instructions to your proctor who will monitor your taking the test. After your proctor returns your examination to the University of Wisconsin–Extension, it will normally take 1-2 months for grading. Upon successful completion of the exam, the University will record your continuing education units (CEUs) on a university transcript and prepare your Certificate of Completion. Your certificate will be mailed to you along with current information about other distance learning opportunities.
1. In emergencies, media influence over public perceptions is generally exaggerated.

2. Feelings of trust are optional in professional relationships.

3. Governments and diplomatic corps play key roles in all aspects of the refugee program cycle including assessment, planning and budgeting.

4. UN co-ordination in emergencies follows a well-established model that has been proven in past emergencies.

5. The concept of networking is based on establishing contacts when you need them and storing them in archives when the need is over.

6. Briefings for donors are only effective when donor field representatives send written information back to their capitals.

7. The best reason for learning facilitation skills is to know how to chair a meeting.

8. Conflict is a symptom of a poor relationship and has to be resolved through problem solving exercises.

9. Nearly all personal communication habits have to be altered in order to have effective relations with the media.

10. Donor relations strategies established for field offices are most effective when they hinge upon a centrally planned global strategy.

11. The current momentum for collaboration and co-ordination between assistance agencies aims to achieve increased efficiency and cost effectiveness and eliminate gaps and duplications in services.

12. Even when procedures are impromptu and ad hoc UNHCR can profit from media contacts.

13. Visits to support funding and donor relations are needed both for donors to the field and for field staff to capital cities.

14. In emergencies, representatives from Public Information Services and Funding and Donor Relations Services are normally part of the emergency team.
15. Participants in briefings may include government and diplomatic corps, UN organisations and NGOs, and donor representatives.

16. Written communications during an emergency with governments, the media, and donors are always formal and follow a set procedure.

17. Facilitation skills can be improved by understanding group cycles and stages of group development.

18. In problem solving, it is important to resolve problems quickly in the early stages of an emergency.

19. Information, plans and methods are important components of a strategy.

20. Information should be collected on the key persons and agencies at the onset of an emergency in order to establish a productive working situation with agency staff.
Introduction to External Relations

By studying this chapter you will learn about:

- The primary emergency management reasons for strengthening relationships with governments, protection and advocacy organisations, assistance agencies, the media, and donors
- Methods to build and maintain networks before and during emergencies
- Why trust is a crucial foundation for building such relationships
- Ways to provide needed information to those in your network, including oral briefings, briefing packages, and formal written communications

Introduction and Reminder

The purpose of the UNHCR is the protection of refugees. This underlying and fundamental mandated function is directly supported by competency in the management of UNHCR’s external relations. Emergency managers can directly and indirectly affect the situation of refugees through:

- Heightening the importance of refugee protection issues through appropriate media coverage
- Gathering public support for the plight of the people that UNHCR serves
- Clearly communicating UNHCR’s message in a positive manner
- Explaining UNHCR’s protection and assistance roles

Without the support of governments, human rights advocacy organisations, assistance agencies, the media and donors, UNHCR would be unable to carry out its humanitarian mission as described below in its Mission Statement. The increasing demands on limited emergency resources place greater importance on the external relationships established by UNHCR staff with other actors in the field as well as with donors and the media.

UNHCR’S MISSION STATEMENT

UNHCR is mandated by the United Nations to lead and co-ordinate international action for the worldwide protection of refugees and the resolution of refugee problems.

UNHCR’s primary purpose is to safeguard the rights and well-being of refugees. UNHCR strives to ensure that everyone can exercise the right to seek asylum and find safe refuge in another state, and to
return home voluntarily. By assisting refugees to return to their own country or to settle in another country, UNHCR also seeks lasting solutions to their plight.

UNHCR’s efforts are mandated by the organisation’s Statute, and guided by the 1951 United Nations Convention relating to the Status of Refugees and its 1967 Protocol. International refugee law provides an essential framework of principles for UNHCR’s humanitarian activities.

UNHCR’s Executive Committee and the UN General Assembly have also authorised the organisation’s involvement with other groups. These include people who are stateless or whose nationality is disputed and, in certain circumstances, internally displaced persons.

UNHCR seeks to reduce situations of forced displacement by encouraging states and other institutions to create conditions which are conducive to the protection of human rights and the peaceful resolution of disputes. In pursuit of the same objective, UNHCR actively seeks to consolidate the reintegration of returning refugees in their country of origin, thereby averting the recurrence of refugee-producing situations.

UNHCR offers protection and assistance to refugees and others in an impartial manner, on the basis of their need and irrespective of their race, religion, political opinion or gender. In all of its activities, UNHCR pays particular attention to the needs of children and seeks to promote the equal rights of women and girls.

In its efforts to protect refugees and to promote solutions to their problems, UNHCR works in partnership with governments, regional organisations, international and non-governmental organisations. UNHCR is committed to the principle of participation by consulting refugees on decisions that affect their lives.

By virtue of its activities on behalf of refugees and displaced people, UNHCR also promotes the purposes and principles of the United Nations Charter: maintaining international peace and security; developing friendly relations among nations; and encouraging respect for human rights and fundamental freedoms.

UNHCR does not and cannot achieve its mission alone. More refugee-related aid and advocacy organisations and agencies exist now than ever before. Important recent trends in the management of refugee emergencies highlight the need to strengthen inter-agency relationships. Trends include:

♦ Momentum for collaboration and co-ordination by governments and assistance agencies to help achieve increased efficiency and cost effectiveness, to develop a united strategic approach, to eliminate gaps and duplication in services, and to create an appropriate division of responsibilities
♦ Increased visibility of emergencies through various media sources, which affects the public perception of international response
♦ Greater control over the resource base and its distribution across agency lines by donors and funding agencies

To address these trends and serve their mutual interests in refugee emergencies, UNHCR, governments, partner organisations, the media, donors and funding agencies must form positive and productive relationships to use contributions efficiently and to program efficiently their emergency preparedness and response actions. UNHCR staff must work together, as well as individually, to promote and develop these relationships.
In this module, we focus on managing external relations as an effort to improve the skills and knowledge of UNHCR staff with regard to developing and working in successful relationships both in preparation for, and during emergencies. External relations of importance to emergency managers consist of three general types:

1. Relations with others who are directly active in refugee advocacy and assistance (discussed in Chapter 3), such as:
   - Governments
   - Other UN organisations
   - Red Cross and Red Crescent movement
   - NGOs and para-governmental organisations
   - Regional and inter-governmental bodies
   - Refugees and refugee groups
   - Local population and local interest groups
   - Military

2. Relations with mass media (discussed in Chapter 4)

3. Relations with private and public sector donors (discussed in Chapter 5)

We also discuss the knowledge and skills for establishing and maintaining relationships that are essential to the success of UNHCR in the provision of protection and assistance to refugees in emergencies. These include improvement of interpersonal communication skills (through the use of networking, facilitation, negotiation, presentation, and media skills), knowledge of current inter-agency roles and relationships, and development of strategies for external relations in emergencies. Use of these tools can help you be more effective, save time, and streamline procedures needed to support and maintain productive relationships.

Although central to UNHCR’s mandate and function, this module does not focus on specific knowledge areas such as international protection laws and the political and social factors related to particular emergency situations. You should refer to other UNHCR publications as well as other relevant publications and sources of information (some of which are available on the Internet) for specific topical knowledge in these areas. Finally, no document can purport to give you the personal attributes and attitudes needed to develop trusting relationships. You will need to work on these yourself and hopefully will receive positive feedback for your efforts.

Creating Trust

The key to developing productive relationships is a sense of trust among all involved. The following figure shows how trusting relationships form the core of external relations: they work interdependently with your knowledge, skills and the use of formal and informal channels of communication. Trusting relationships are developed as a result of interactions over time; they are not automatic. Trustworthy actions are open or transparent and include sharing of information and resources, accepting and supporting others and their contributions, and exhibiting co-operative intentions that move the actors closer to mutual goals.

The effect of a trusting relationship is a more open expression of thoughts, reactions, opinions, information and ideas between people and organisations. Trust can also be networked—that is, if someone we trust behaves in a trusting manner to someone else, we are likely to trust that person also. When the level of trust is low, people may be evasive, dishonest and inconsiderate in their communications.
Managing External Relations

Knowledge Base
Mandates, situation, key actions and mechanisms for co-ordination, methods

Trust Relationships
Openness and transparency, sharing of information and resources, acceptance and support of others' contributions, promoting co-operative intentions

Skills for managing relationships and communications

Using formal and informal channels of communication

Trusting relationships form the core of external relations

Trust can be destroyed more quickly than it can be created. Once lost, it is very difficult to regain. Trust can be lost through actions and responses which are non-accepting or non-confirming and when the risks taken by one party are not reciprocated by others. Competition can decrease trust even when it is perceived as ‘friendly.’ For effective inter-agency relationships, attitudes of cooperation, peer support and self-discipline must prevail over attitudes of competition, autonomy and control.

How might competition among agencies be handled in order to promote trust?

Question

Though competition is frequently a factor in inter-agency relationships, building effective partnerships is the best way to deal with competition among agencies. To enhance the spirit of co-operation, it helps to respond co-operatively to those who act competitively, particularly when group goals are at stake. The competitive party may soon realise that too much is at risk to continue their behaviour.
Networking Skills — What you need to know about building and maintaining networks

A network is an organised collection of professional and personal contacts. In some instances, it may also include the networks of your immediate contacts. Networking means using these contacts to quickly find the person you need in order to get what you need, in any given situation. Since emergencies are time sensitive by definition, efficient networking is a key skill for emergency managers. Helping others do the same is also part of networking. As building up and organising your own network may take time, you are advised to begin now; you will save time in the long run. Using your network will make it easier to accomplish your goals, particularly in the event of a displacement emergency.

Major Things a Network Can Do

- Provide the expertise and information you need—now and in an emergency.
- Enhance your understanding of the mechanisms by which things get done quickly. Give you clues as to whom to turn to and whom to involve in your projects and programs for optimum results.
- Provide valuable insights, in terms of what works and what doesn’t, with which to develop strategies.
- Produce a multiplier effect when networks and resources are shared.
- Create global connections that are useful when you are on assignment or emergency deployment.
- Encourage sharing of new experiences and knowledge.
- Offer personal as well as professional rewards.
- Provide a sense of security.
- Generate opportunities for better co-ordination and collaboration in emergencies.
- Promote collection and exchange of resources.

How does networking differ from teamwork?

Question
Networking is not pure teamwork. Instead of only focusing on work within a team, networking attempts to look outside of your immediate team and break down the barriers among teams, departments or agencies that are or might be involved in emergency response.

**What Works in Networking — Taking the RISK**

The path to successful networking can be described by ‘RISK’ or Reciprocity, Interdependence, Sharing, and Keeping at it (Mackay, 1997).

**Reciprocity** — A network is a relationship that is formed for the purpose of getting what you need to do your job, aside from any personal rewards it may bring. Unlike a personal relationship, it is often built completely on necessity. Keeping this relationship alive often entails ‘repaying’ those who have helped you, through offering support and feedback. Building a network is about paying attention to what people want. Focus on what you can give back to your network—such as UNHCR publications and information during non-emergency times as well as your own support and advice during emergencies.

**Interdependence** — Your network, like human relationships, is unlimited in potential and can take on forms of its own, sparking many creative initiatives. In order to improve your own preparedness to deal with emergencies, you may want to identify people with recent emergency experience. In order to broaden your perspective, attempt to find people who are different from you—that is, people of different ages, with different methods of working and levels of experience. You will need to modify your approach to accommodate differences in style. For example, some people prefer to work independently while others are team players.

**Sharing** — Networking can expedite information sharing without waiting for a fancy or official publication to appear. It can provide a means of sharing important information and allow people to act in a timely manner to prevent negative consequences through contingency planning.

**Keeping at it** — A network has to be maintained; even old contacts should be cultivated for what they may be worth in the future. The key is to cultivate your network contacts **BEFORE** you need them. This is particularly true in emergency management and is a key philosophy of contingency planning for refugee emergencies.

In any given emergency, it is likely that only a small percent of your network will provide you with valuable information. This smaller, priority group related specifically to emergency management should be carefully cultivated. This can be done through simple means such as keeping in contact or sending periodic messages as well as through more complicated undertakings such as sponsoring meetings, holding briefings, inviting people to training events, or publishing a contingency planning or preparedness specific newsletter.

**What Doesn’t Work in Networking**

The following are practices to avoid when networking.

**DO NOT:**

Share confidential information or information that is potentially harmful to other people’s relationships. Networking should be based on balance and trust.

Assume that the person with the highest rank will have the greatest power to help. In many situations this is not true.

Assume that bigger agencies have better networks, or networking skills, than smaller ones.
Assume that the people who are most visible are always the most credible or trustworthy. Attempt to find the people who are less visible and also trustworthy.

Take more help than you give.

Neglect to take time to thank someone who helps you (even in emergencies).

Fail to respond to requests for help or information or fail to follow through on requests.

Forget to do some research to find out what others have to give before you ask for their help.

Fail to help someone who is in an unfortunate position. Your help will usually be remembered.

**Practical Steps for Improving your Network**

While much progress has been made in networking within UNHCR and with partner organisations, taking the following practical steps can help you improve your emergency preparedness network:

1. **Make records of your contacts.** These should be more comprehensive than just business cards, and for emergency management purposes should include emergency-specific information. Include the person’s name, title, agency, phone/ fax, E-mail, and other relevant information, such as where the person has lived or worked. For example, ‘worked in Goma refugee camp for three years,’ ‘worked on water supply in Sarajevo,’ ‘instrumental in forming inter-agency task force,’ etc. You may also want to record some information about your contacts’ networks. Remember, however, that the idea is to compile a list of people you can count on, not to collect a vast number of contacts.

2. **Periodically review these records, add to them, and renew your contacts.** If you use a business card file or create cards for a Rolodex, for example, it pays to photocopy these periodically and take them to the field or carry them in your briefcase, leaving the originals in a safe place. The humanitarian response field has a very high rate of attrition, people who worked in the last major emergency may have quit humanitarian work, or changed their affiliation. While you should remove old or unused contacts from your records periodically, sometimes even someone who leaves the system may be a useful contact in a related field.

3. **Learn something about people and their agencies.** Before you meet new people or someone you have not seen for a while, learn something about their background or their agency’s needs and interests so that you have common ground and can make a firm connection.

4. **Create mailing lists** from your list of contacts. Send UNHCR publications to the people on your list who may not have good background information on UNHCR activities.

5. **Encourage networking skills in your team or division.** The networks of the people you work with will also pay off for you.

6. **Know the information** or support you have to share with others and the information and support you need to get.
More Precise Ways of Developing Your Network

✔ When you meet someone new, record and file information on that person within 24 hours.
✔ Add one new person to your network file at least once a week.
✔ When you make a new contact, for example at emergency co-ordination meetings or contingency planning initiatives, follow-up immediately with whatever information you have to share.
✔ Keep track of the last time you contacted someone in your network.
✔ Update contacts frequently.
✔ Ensure that you have correctly spelled the names and addresses of everyone in your network.
✔ Make it easy for others to include you in their networks by providing them with up-to-date e-mail addresses, and business cards, notifying them of address changes and keeping them informed about changes in your work arrangements. If you are on a short-term emergency assignment, make sure that your contacts know both your immediate contact information and that of your ‘regular’ posting.
✔ Check the effectiveness of your network by ensuring that you can provide others with names of good resource people or information sources when they ask for them.

From your experience, what are some of the most effective ways to network? How could you improve the results of your networking efforts? List these ways and describe the steps you will take to implement them.

Places to Network

Almost everyone practices some form of networking—personally or professionally—as they meet people as part of their daily routine. Most people, however, do not make efforts to derive the greatest benefits from their networks. Make the most of your network at meetings, press briefings, formal and informal settings by following the steps and tips given above.
Communicating With Your Network

*Electronic mail (email)* has revolutionised the ability to network. It allows you to receive and send communications when you have time. Most email systems can also keep a record of your email contacts. Documents for distribution may be sent via email and printed at their destination. Check your programs to ensure that documents can be sent efficiently and inform the receiver which program is being used. Emailed documents may arrive in an altered format so it is wise to experiment with someone in your network to ensure that the document is received as you intended.

The ability to quickly and easily send email messages is both an advantage and a disadvantage, particularly in emergencies, where information overload can be as difficult to deal with as a lack of information. The simplicity of email often means that people receive many unwanted and useless messages. Unfortunately, they must spend time sorting through these messages and disposing of them. Another disadvantage of email is that people do not always answer their messages. Many people prefer more personal approaches, such as meeting face to face or talking by telephone. Finally, some people do not yet have email capabilities so you must be able to communicate with them using alternative means. Even if email is not always the ultimate mechanism for networking, it allows you to keep in contact with your network more easily than has ever been possible.

Readable available *communications software*, such as *ACT*, *Goldmine* and *Up-to-Date*, are data management programs that organise information about your contacts and maintain a history of faxes and phone calls. Some programs even remind you when you should make contacts.

*How can networking be managed without email, Internet, or reliable telecommunications?*

Many complex interpersonal networks have been developed in communities and regions where there are no telecommunication facilities. It should be possible to develop local networks using methods, such as frequent meetings, use of mail services, etc. Documents and messages might be relayed back and forth from the field through available telecommunications or other means.

Information You Can Share With Your Network

In addition to your personal communications and advice during emergencies, there are many options for sharing information on UNHCR activities that may be useful to support contingency planning and general emergency preparedness in your particular situation. The PI Section offers public service announcements, special events, exhibits, and many forms of printed material including:

- **Refugees** monthly magazine with the broadest audience of any UNHCR publication.
- A world map and fact sheets, both produced twice yearly, showing major refugee situations and giving basic information on the main areas where UNHCR is working.
- Basic information leaflets on UNHCR.
- A booklet entitled *20 Questions and Answers About UNHCR*.
- A wide variety of posters, information kits, and materials for use in schools.
- A UNHCR calendar.
- Round table reports from UNHCR co-ordination meetings.
Audio-visual tools are also extremely important for transmitting information. UNHCR’s audio-visual resources include:

- A photo library and photo distribution network
- UNHCR films and footage
- Co-produced films

Managing External Relations Via Your Network

Important objectives of networking include getting the information you need, and delivering the information you have and the messages you wish to convey. Using your network will facilitate your information sharing needs. Sometimes communication within your network may have a unique or particular format for certain audiences (e.g., news releases for the media); in other instances, (e.g., briefings), the form of communication may be used for multiple types of external relationships. The remaining sections of this chapter describe different methods—informal and formal—of sharing information with your network.

Creating Briefing Packages

Briefing packages provide an impressive array of materials in a convenient form. The ‘packages’ can be personalised by selecting materials from PI as well as news releases and fact sheets that are applicable to the recipient and placing them in a UNHCR folder.

Include a cover letter with your briefing package that describes the contents and why you are sending it. If you are sending the package to a donor, you may want to include a description of the operation, a list of co-operative arrangements, and the names of partner organisations. On trips, consider carrying ‘generic’ packages to distribute to new contacts.

Arranging Briefings

Arrange for regular briefings as soon as possible to keep key players informed at the start of an emergency. While briefings may take up precious time needed to deliver emergency assistance, they are vital for information sharing and co-ordination. Group briefings are more efficient than individual briefings. UNHCR situation reports, issued on a daily basis initially (particularly in the field), complement the briefings and may eventually substitute for them.

Initially, briefings, as well as inter-agency co-ordination meetings, may be held daily. The meetings may be held less frequently, such as every few days, weekly, then monthly when the situation is under control. Participants in briefings may include representatives from the government and diplomatic corps, ambassadors from EXCOM and other concerned countries, UN organisations, NGOs involved in emergency operations and donors. Briefings may be chaired by a representative of the government or by UNHCR. Encourage other agencies to give an account of their activities.

Within the UN system, the Secretary General’s Office and other relevant departments such as the Department of Political Affairs must be fully briefed. The Office of the Relief Coordinator must be kept informed through the concerned Bureau at Headquarters or by copying information directly to the Liaison Office in New York (LONY).
Formal Written Communications

At times UNHCR staff in country offices will need to use formal written communications. All written forms of communication should be presented on UNHCR letterhead stationary. The following are descriptions of the formal written communications that may be required.

1. **Formal letters** are used for communications on important matters to ministers, ambassadors, and senior officials, such as directors of government departments. They are normally opened with the salutation ‘Sir,’ ‘Madam,’ or ‘Your Excellency.’ The acceptable salutation may differ for each country and should be verified with the UNDP office. The expression ‘I have the honour’ is usually only required in the opening sentence.

   The usage of ‘you’ is acceptable in the text although it may be appropriate to occasionally interject a more formal address such as ‘Your Excellency.’ Formal letters end with ‘Accept Sir/Madam/Your Excellency, the assurances of my highest consideration.’

2. **Note verbales** are typically used to exchange information between UNHCR and governments, embassies, or permanent missions. The note verable is not normally used to communicate with other UN agencies and is never used to address NGOs or the public. They are always used to respond to an incoming note verable, are written from office to office, and are unsigned. Some guidelines for writing note verbales are as follows:

   - The note begins ‘The Special Envoy/Representative (or ‘The Branch Office’) of the United Nations High Commissioner for Refugees in *(country)* presents his/her/its compliments to ______ and has the honour to _______.
   - Titles of the correspondents must be given in full, at least in the opening and closing paragraphs.
   - Ensure that the designation of the country is correct, such as ‘Republic of ______’, Democratic Republic of ________, etc.
   - The closing is always the same: ‘The Special Envoy/Representative (or ‘The Branch Office’) of the United Nations High Commissioner for Refugees in *(country)* avails himself/herself/itself of this opportunity to express (or renew) to __________ the assurances of his/her/its highest consideration.’
   - The note should bear no signature. The stamp of the office should be placed above the typewritten date and the officer responsible for its dispatch should initial within the stamp. (The initials or signatures of the officer in charge may need to be registered with government foreign ministries.)
   - The address does not appear on a note verable but rather the place and date should appear on the bottom right-hand side of the last page.

3. The **Aide-Memoire** is used to communicate UNHCR’s position on policies, action taken, intentions, etc. to a government ministry or department, an embassy or diplomatic corps. There is no addressee but rather ‘Aide-Memoire’ is the heading with the title below.

4. A **‘Note by’** or a ‘Note by the Office of the United Nations High Commissioner for Refugees’ serves the same purpose as an aide-memoire but can be less formal and is suitable for wider distribution. The title appears first followed by ‘Note by __________.’

   When UNHCR initiates a communication, there are no clear-cut rules as to whether to use note verbales or formal letters. However, note verbales are always answered by notes verbales and formal letters by formal letters. When deciding between note verbales and formal letters, the note is best used to convey brief information and routine exchanges, for example, when seeking customs clearance or advising on arrival of international staff. A formal letter is preferred for references to important meetings and major issues and may be acted upon more quickly than a note verable.
Trends in refugee emergency management reinforce the need for strengthened inter-agency relationships. They include 1) increased collaboration and co-ordination by international and government agencies, 2) uneven and highly politicised media coverage of international responses to emergencies resulting in sensationalism in some cases and almost total neglect in others, and 3) increased control and limitations by donors of emergency funds.

This module characterises external relationships in three general categories: external relations (with other active implementers and advocates in emergency response such as governments and regional bodies, the UN system, the Red Cross and Red Crescent Movement, and NGOs), media relations, and private and public sector donor relations.

Trust builds relationships and is inspired by trustworthy actions, such as being open, sharing information and resources, accepting and supporting others and their contributions and exhibiting co-operative intentions.

Building effective partnerships is the best way to deal with competition between agencies and to build up trust.

- Use networking to help achieve your goals by exchanging experience and information. It will enhance your understanding of agency workings and provide insights and opportunities for co-ordination and collaboration.
- Enhance your networking capacity through reciprocal relationships, by seeking creative alternatives, sharing information to permit timely action, and cultivating contacts before they are needed.
- Improve your network by making records of contacts, renewing contacts periodically, learning about people and their agencies, encouraging networking skills in the team or section, and being prepared to provide information and resources for people when they ask for them.
- Look for ways to derive benefits from networking in meetings, briefings, formal and informal settings, and through the use of email and alternative forms of communication. Make use of UNHCR PI Section materials, news releases, factsheets and briefing packages as you network.
- Establish regular briefings for key players and agencies in the early days of an emergency. Synchronise briefings at various locations based on approved programs and budgets. Present UNHCR's needs and constraints in an open and honest manner in both oral and written briefings.

Formal written communications are often needed to set up and manage emergency programs. Formal letters are preferred for reference to important meetings and issues while note verbales are best used to convey brief information and routine exchanges. The aide-memoire is used to convey UNHCR's position to government ministries or diplomatic corps and the 'note by' is a less formal means for the same purpose.
Chapter 1
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. Understanding of political issues is vital in all three categories of external relations.
2. Response to competitive behaviour should also be competitive especially when mutual goals are at stake.
3. Networking includes using your contacts’ networks as well as your own.
4. It will soon be nearly impossible to network without using email.
5. The note verbale can sometimes be used to answer a formal letter.

Multiple choice. Mark ALL correct statements—more than one may apply.

6. Networking is similar to contingency planning in that:
   - It is pure teamwork
   - It is based on cultivating your contacts before you need them
   - It allows you to take much more than you put in
   - It develops on its own.

7. Practices to pursue in networking do NOT include:
   - Repaying those who have helped you through offering support and feedback
   - Sharing confidential information or information harmful to another’s relationships
   - Distributing up-to-date business cards
   - Recording and filing information on a new contact within 24 hours

8. Briefing packages may include:
   - PI materials
   - Fact sheets
   - News Releases
   - All of the above
9. Trustworthy actions are characterised by all of the following except:
   A. Openness and transparency.
   B. Sharing of information and resources.
   C. Healthy competition
   D. Accepting and supporting others

10. Which of the following statements is true about trust?
   A. Trust is easily regained once lost.
   B. Friendly competition is no threat to trust.
   C. Trust can be networked—through other trusting relationships.
   D. Trust is optional in co-operative and collaborative relationships.

Exercise

To improve your own external relations skills, list below all the possible sources, methods and activities available to you in your current work situation.

<table>
<thead>
<tr>
<th>Knowledge, skills, and activities needed to promote external relations goals</th>
<th>Sources and methods for knowledge, skills and activities development</th>
</tr>
</thead>
<tbody>
<tr>
<td>In-depth knowledge of political and social issues</td>
<td></td>
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<tr>
<td>Understanding international protection laws and issues, and mandates of UNHCR</td>
<td></td>
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<tr>
<td>Being aware of national priorities and needs</td>
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<tr>
<td>Understanding agencies’ goals and activities and relationships in the network</td>
<td>This module;</td>
</tr>
<tr>
<td>Being aware of changes in the international response system</td>
<td></td>
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<tr>
<td>Knowledge, skills, and activities needed to promote external relations goals</td>
<td>Sources and methods for knowledge, skills and activities development</td>
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</tr>
<tr>
<td>Understanding situations and needs in the field</td>
<td></td>
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<tr>
<td>Identifying and establishing a network/networking skills</td>
<td>This module;</td>
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<tr>
<td>Persuading and constructing arguments, problem solving and negotiation, presentation skills</td>
<td>This module;</td>
</tr>
<tr>
<td>Conducting formal and informal briefings</td>
<td>This module;</td>
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<tr>
<td>Participating in inter-agency and technical meetings</td>
<td>This module;</td>
</tr>
<tr>
<td>Providing weekly or monthly situation reports/briefing packages/note verbales</td>
<td>This module;</td>
</tr>
<tr>
<td>Maintaining an informal network with external relations and PI professionals</td>
<td></td>
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<tr>
<td>Knowing how to promote media coverage</td>
<td>This module;</td>
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<tr>
<td>Knowledge of media agencies</td>
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<td>Understanding needs, interests and requirements of donors</td>
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<tr>
<td>Developing strategies for External Relations</td>
<td>This module;</td>
</tr>
<tr>
<td>Promoting funding for approved budgets</td>
<td></td>
</tr>
</tbody>
</table>
Chapter 1 Answers

1. T  6. B
2. F  7. B
3. T  8. D
4. F  9. C
5. F  10. C
Promoting Positive Relationships

By studying this chapter you will learn about:

- Facilitation skills—understanding group processes and feedback
- Negotiation skills—problem solving and conflict resolution

As discussed in Chapter 1, there are many well-founded arguments for better co-ordination and collaboration, including elimination of gaps and duplication in services and increased donor demands for accountability. Despite these arguments, developing productive inter-agency relationships is still a challenge.

*From your experience, what are some of the barriers to effective inter-agency relationships?*

Some of the barriers you mention may include:
- Lack of trusting relationships with other agencies and agency staff
- Inconsistency or unpredictability in agency or staff behaviours
- Hesitancy to be transparent or open and honest
- Feelings of competition
- Desire for autonomy
- Lack of understanding of another’s needs and concerns
- Lack of time, or unwillingness to put in the needed time and effort to work through problems
- Weaknesses in communications skills such as presentation, facilitation and negotiation skills
- Lack of knowledge about or failure to use available co-ordination and communication mechanisms
- Problems in inter-agency co-ordination such as: too many actors in the process, disagreement on assistance needs, differing expectations, inefficient bureaucracies, frequent staff turnover, etc.
Although the barriers may seem numerous, you can break through them by developing your knowledge and skills. The rest of this module contains information to help you strengthen your facilitation, problem solving, presentation, and media skills. In addition, we suggest a methodology to help you create strategies to succeed in the three main categories of external relations.

Cultivating external relations takes both time and effort, before and during an emergency. Expending this time and effort, however, will help ensure that refugee needs are addressed in the most effective ways possible.

**Facilitation Skills**

Understanding the principles of facilitation contributes to your networking skills and general effectiveness in internal and external relations, and is closely associated with your ability to solve problems and resolve conflicts in any setting, including emergencies. Facilitation skills are useful in handling group feedback during presentations, and can enhance effectiveness at meetings, such as inter-agency meetings, whether you are the facilitator or a participant, and whether there is a large group or only a few people.

Facilitation is a process for helping groups perform more effectively by soliciting the leadership skills and potential of all members. Certain basic values must underlie a facilitator’s approach and provide the ground rules for the group. These are:

- **Democracy/egalitarianism** — Each person has the opportunity to participate equally in the group discussion as well as the planning of the meeting and the agenda. Each person has something to contribute and should be given the opportunity to do so, if he/she chooses.

- **Responsibility** — Each person is responsible for his or her own participation in the meeting but the facilitator needs to be sensitive to how much responsibility the participants are able to take.

- **Co-operation** — The facilitator and participants work together toward collective goals.

- **Honesty** — The facilitator sets the tone for an honest exchange through an attitude of openness and information sharing.

In group meetings such as contingency planning ‘roundtables’ or emergency co-ordination meetings, the facilitator’s focus is on getting people to work together to accomplish their goals as quickly as possible. Ground rules should be made clear to everyone from the start and should help equalise responsibility for the success or failure of the group. Facilitation techniques should not be used to exert control over a group—it should be made clear that the facilitator’s word is not law.

The exact role of the facilitator depends on the purpose of the group and what is expected of the facilitator. One does not need to be labelled ‘facilitator’ in order to employ facilitation techniques. In more experienced groups, any member can call the group back to the subject of the discussion, interrupt patterns of conflict or misunderstandings, offer clarifying comments, summarise activities or give evaluative feedback. In groups less experienced with a facilitated approach, members may expect the facilitator to perform all of these functions.

If you have been asked to give a briefing or an interview, you can affect the dynamics of the discussion by the way you present your information, the atmosphere you create, and your attitudes and body language (see presentation skills in Chapter 4).
Group Cycles

Most groups go through fairly predictable phases in their work together. These phases or cycles exist to some degree even in emergency situations and must be understood and accommodated. The acceptance of these phases makes it easier to develop your workplan and to recognise problems. The phases may include:

- **Social interaction** — Pleasantries are exchanged which may be unrelated to the group’s main purpose but serve to unify members.

- **Information seeking** — The group answers the questions related to its activities, such as reviewing the agenda or workplan.

- **Establishing structures** — The group pursues activities to accomplish its objectives. Certain group members may assume control, so it is best to encourage exchange of roles, such as discussion leader or note taker, etc.

- **Constructive work** — If the previous three areas are not well covered, undertaking the core activities may be difficult. Some people may have hidden agendas, feel alienated or not understand what is going on, especially in the chaotic context of emergency operations.

- **Completion** — A summary or decision on next steps gives a feeling of closure and emphasises a feeling of forward motion or progress on the problems at hand.

Some stages of group development occur over many meetings, and some have characteristics that facilitators should be aware of in these stages. They are as follows:

- **Forming** — Members try to find their place within the group. There may be suspicion and anxiety resulting in cautious and restrained participation. People may have pre-conceived notions about others in the group. Only minimal work may be accomplished.

- **Storming** — Members try to establish individuality. Defensiveness and competition may surface resulting in resistance to group tasks. Sub-groups may form in support of certain positions.

- **Norming** — Members focus more energy on the group’s objectives. They begin to exhibit more co-operation and increasingly share their feelings and thoughts. Group cohesiveness is achieved. Moderate amounts of work are accomplished.

- **Performing** — Members have insights into personal and interpersonal processes. Conflicts and problems are more easily resolved. Significant work is accomplished.

- **Adjourning** — Members exhibit behaviours related to disengagement from the group, recognising participation and achievement and saying good-bye to each other.

Do the above cycles and stages generally match your experiences with working in groups? How might they differ or change in emergencies?
The cycles and stages of group work in emergencies may be quite similar to those described above but there may be less time devoted to social interaction. Because groups typically pass through these cycles and stages, there is an argument that groups should be developed well before emergencies happen in order to pass over the forming, storming and norming phases, thus allowing focus on performing in the emergency situation.

**Tips for Streamlining Facilitation**

Various techniques for improving facilitation skills are discussed below. Use these suggestions to plan for sessions that you will facilitate.

**Plan and adapt the meetings, sessions or presentations** — Base your plans on the group’s function and its members. You may need to do some homework to gain an understanding of the group. Who are the members? How many are there? How well are they informed about the topic? What are their motives for attending? Have they worked together before (or how long have they worked together)? Does the group have long- or short-term goals? Who are the group leaders? What tensions exist?

The main concerns in facilitation relate to content and process. You will need to adapt both of these to the group. Be aware that words, appearances and actions may hold different meanings for different people. To minimise the possibility for misunderstanding, make sure that the terms you use are common to the group. Avoid technical terms unless everyone agrees on the meanings. Avoid slang that may be common to your peer group but not well understood by others. The way you dress, carry yourself and interact with others will also affect how well you fit in with a group. If you are informal and comfortable it may help others to relax but ‘informality’ should be consistent with group norms and expectations.

It is crucial to know in advance what the group expects of you, and to plan how to tell them what you expect of them (i.e. the ground rules). Plan the timing of agenda items so that everything will be covered. Always secure consensus on the agenda or workplan before beginning a session. Be flexible and have alternatives and substitutions in mind if things do not work out as planned.

**Give some thought to logistical arrangements** — Seating arrangements can have a strong influence on group dynamics, such as which participants talk to each other and who is likely to dominate group activities. It is important for participants to make eye contact with one another as much as possible, but it is vital that the facilitator be able to make eye contact with everyone. A circle arrangement is ideal if possible. If tables are used, round or square tables are better than rectangular, as these shapes allow more eye contact. Avoid the use of lecterns as they have a separating effect.

When representatives from multiple agencies are present, encourage people to sit next to someone from another agency to promote a friendlier atmosphere. Always conduct introductions when new people join the group even if most people already know each other. It is helpful to have a recorder, or person who will write down the content of group discussions.

**Heighten your awareness** — Before the meeting begins, take time to clear your mind and focus on the agenda or discussion ahead. As you enter the venue, observe the verbal and non-verbal cues that may indicate how well people will work together and whether there are tensions. These observations may help you anticipate problems and catch them early. In listening, try to understand what is being said from another person’s perspective, rather than your own.

Be aware of what is happening in the group by looking for verbal and non-verbal cues. Are people restless? Are there too many uncomfortable silences? Do people look at you when you talk? Do they look at each other when they talk? Do the postures of the group members indicate tension or fatigue? You can respond to these cues by asking the group if your interpretation is correct and/or changing your style to: speak slower, faster, or on a less complicated level; encourage more or less participation; have more frequent coffee breaks, etc.
Test your assumptions and use feedback — People generally believe that their assumptions about other people are correct when they are often only partly correct or perhaps not correct at all. While it is impossible to eliminate assumptions from our relationships, holding incorrect assumptions may lead to misunderstandings. It is, therefore, necessary to always test assumptions by asking directly, or to provide and ask for feedback.

Rather than simply a back and forth exchange, feedback seeks to provide an interpretation of behaviour. The term ‘feedback’ originates in rocket science when a rocket in space receives and sends signals and adjusts its course accordingly. Feedback allows us to see ourselves as others see us and to find out what others perceive and feel. The messages received through feedback assist us to change our course of action to achieve the desired result. It is important to understand that the only person an individual can change is him/herself but it is possible to influence the behaviour of others by providing them with feedback.

Effectively giving and receiving feedback requires trust, acceptance and concern for others. Giving and receiving feedback is a skill that can be learned and developed for any situation. Feedback inevitably occurs in all human interactions as part of the information exchange process.

Remember that the feedback process focuses on behaviour not intentions. An individual’s intentions are private unless he or she explains them. Other people can only speculate about his/her intentions. Frequently, people tend to give feedback on what they believe are other people’s intentions, but a person’s intentions may not be what you perceive them to be.

Some guidelines for giving and receiving feedback

- Feedback should be descriptive, non-evaluative, and specific and should embody freedom of choice. In general, if a person reacts defensively to feedback, it may not have been given constructively. An angry receiver may reject the feedback simply to protect personal dignity.
- Feedback statements are more helpful if they are specific, and tied to behaviour such as ‘you bumped my arm’ rather than ‘you never watch where you are going.’
- Feedback should be obtained from more than one person as individual reactions may be quite different.
- Feedback should be given in a way that allows the receiver to preserve his/her self esteem. If handled correctly, anger and conflict can be positive and growth producing.
- Feedback is most useful immediately after an event occurs. Feedback sessions may also be planned following a meeting or press briefing to discuss the interactions that transpired.

In what circumstances should you be cautious about using feedback?
Feedback requires trust and acceptance. Relationships among group members may not be developed enough to readily accept other members’ feedback. Giving feedback may be awkward in very formal settings. In some cultures, giving comments on another’s behaviour may be considered rude or may be misinterpreted.

**Facilitate the discussions** — Regardless of the nature of your role as facilitator, your main job will include 1) keeping the discussion on track, 2) clarifying or asking for clarification when something seems confusing, and 3) helping to create and maintain a situation where everyone can participate in a co-operative manner. The way you do this will depend on your personal style. It is imperative that you keep communication lines open among group members. You can provide members with opportunities to express and hear each other’s feelings (‘How do you feel about this issue?’), ask for group feedback (‘Does anyone else have an interpretation of this?’), and provide suggestions for group response (‘Why don’t we return to this issue after lunch?’)

**Evaluate progress** — While a facilitator may be able to guess how well a meeting is going, it is usually best to have a formal evaluation, either verbal or written, to verify or correct his/her impression. Taking a few minutes to evaluate group progress can allow the group to decide if there is a need for future meetings and give participants an opportunity to express thoughts they may have held back. If the group process is a long one requiring many meetings, you might issue updates and records of progress to the group via email or a briefing document.

**Problems in facilitation**

The problems of non-participation, resistance, and time constraints can make facilitation more difficult. Consider each of the following situations and answer the questions based on your own experience. Afterward, compare your answers to those in the text.

**Non-participation**

*One or two people have dropped out of a group discussion about co-ordination arrangements for the emergency although the rest of the group seems involved. What might be some of the reasons and solutions for this situation?*

**Question**

**Reasons:**

**Solutions:**

They may have personal reasons for being distracted or may not be able to relate to the rest of the group. It is important to read this situation carefully to determine if the problem should be dealt with openly by the group. If the behaviour is disruptive, you may try to ask the dropouts if there are any comments they would like to make—giving them an opportunity to express dissatisfaction. If no disruption is involved, you may wait for a break in the meeting to ask in a friendly manner if they are dissatisfied with the meeting. While a facilitator should respect the privacy and wishes of participants, if the problem has to do with the purpose or process, it may be necessary to bring it to the attention of the whole group for resolution. In an emergency, group acceptance of the plan may be as important as the elements of the plan.
A large number of people in the group seem bored or unwilling to participate in the contingency planning meeting. What might be some of the reasons and solutions for this situation?

Reasons:

Solutions:

Especially in contingency planning efforts, some agencies or people may feel that the content of the meeting is irrelevant to their current concerns, or that the group is not moving toward achieving their personal mandated goals. Materials may be too simple or too complex or there may be distractions such as other events going on at the same time. It may be time for a break if it has been longer than two hours, or there may be some underlying problem, such as a fear of speaking out due to the presence of dominating individuals. If necessary, review the goals that were set up at the beginning of the meeting and the agenda or timetable if there is one. Use humour to spark interest, call more frequent breaks, or direct questions toward less vocal persons.

Resistance to Facilitation

People seem to be resisting you as the facilitator and are criticising your methods. What might be the reasons for the resistance? What steps can you take to address the problem?

It may be possible that you took too dominant of a role in the beginning and did not firmly establish that the entire group is responsible for the content and outcome of the meeting. Therefore, it may be necessary to discuss the nature of your role as facilitator. The facilitator may also become a scapegoat for the failures or problems of the group. This can be a constructive situation so it is important to not be defensive and to listen to the feedback from the group, being sure to hear a variety of opinions and to note your own frustrations with the meeting. You can hold a calm discussion of what could have been done by both you and the group to have made it better and to make changes if possible. Note these criticisms for future consideration.
Time Constraints

There isn’t enough time to do what you had planned. What might be some of the reasons and solutions for this situation?

Reasons:

Solutions:

To avoid this problem leave ‘time margins’ when preparing your agenda or timetable or planning your presentation. These margins are necessary as people are likely to be late, spend too much time describing their own situation or problems, get off-track and spend time on unanticipated topics and prolong break times (in order to speak with a smaller group on their own issues). It may be helpful to ask a member of the group to keep track of the time and to periodically inform the group about time limits. If it becomes apparent that time will be short, priority issues may have to be selected or alternatives discussed with the group such as extending the meeting, or scheduling another.

There is more time than you had planned for. What might be some of the reasons and solutions for this situation?

Reasons:

Solutions:

You may have extra time for many reasons but there is nothing wrong with ending a meeting early. This is preferable to padding an agenda or dragging out discussions past the point of meaningful information exchange.

Negotiation Skills — Conflict Resolution and Problem Solving

Conflict can encourage change and growth but can also be destructive when it obstructs efforts toward common goals or inhibits participation by group members or partners in emergency operations planning and implementation. Whether the outcome of conflict is positive or negative is almost totally dependent on the way in which it is managed.

The key to turning conflict into something constructive is flexibility. There are five generally described styles of conflict management. People tend to prefer only one style and neglect others that may be more effective. It should be possible to change your style of conflict behaviour and to help
the group or parties recognise and change their style if appropriate. To be effective at managing conflicts, it is helpful to know which style is appropriate in which situations and to be able to use any of the styles. There are advantages associated with each style.

**Avoidance**—This occurs when either party withdraws from the conflict situation. They simply do not address the conflict and are indifferent to each other’s needs and concerns. Avoidance may be effective if there is little chance of satisfying one’s own needs and concerns or if others can resolve the conflict more easily. Too much avoidance, however, can reflect low levels of commitment to mutual goals and activities.

**Accommodation**—This occurs when one party places the other party’s needs and concerns above one’s own, even if one has very strong needs and concerns in the situation that produces the conflict. Accommodation is effective if one party is not as concerned as the other or one party wishes to build goodwill or preserve harmony, or is generally more powerful. Those who rarely use accommodation may be seen as unreasonable.

**Competition**—This style reflects a desire to meet one’s own needs and concerns at the expense of another and is often used by the most assertive and least co-operative parties. The competitive style is sometimes condemned as a win-lose strategy. Those who use it are seen as belligerent. The competitive style may be appropriate, however, in life threatening situations that require quick, decisive action. It may also be necessary to protect oneself from dominant parties.

**Compromise**—Compromise usually results in a partial fulfilment of the needs, concerns and goals of both parties. Compromise is second to collaboration in the ultimate degree of satisfaction among the parties to a conflict. It is effective when temporary solutions are sought for complex issues and when time is short. It is preferred when the parties are strongly committed to exclusive goals and is effective if collaboration fails.

**Collaboration**—This style aims to satisfy the needs of both parties, requires more commitment than the other styles, and takes more time and effort to achieve. It is appropriate when the needs and concerns of all parties are extremely important. Collaboration is the best style when it is essential that parties are committed to and will support the resolution. Collaboration requires openness and trust from all parties. The collaboration process is one of problem solving and can lead to personal growth and creative ideas and solutions. Generally speaking this is a preferred mode of operations in emergencies, but it usually requires significant groundwork between the parties before the emergency event erupts.

**Problem Solving**

Problem solving is a collaborative way of approaching conflict in which the parties attempt to find a solution that satisfies everyone, or the best acceptable solution. Many conflicts arise simply as a result of poor communications or misunderstandings about goals and expectations. There may be different perceptions and assumptions in the group; these should be examined to find the root cause of the conflict. Sometimes an argument will erupt between two parties who feel competitive when in fact both parties are seeking the same end. Having clear definitions of group and individual goals may remedy this.

Some conflicts are ascribed to personality problems. There is not much you can do about real personality problems; however, be careful not to misdiagnose problems that can be solved as personality problems. If two people repeatedly clash, the clash may be rooted in frustration over contradictory definitions of their roles in the group, or anger at each other. Opening communication channels can help to resolve this type of problem.
Managing External Relations

The following variables may help to diagnose what type of problem exists and which style of conflict management is most appropriate.

**The characteristics of the parties in conflict**
What are their values and objectives? What are their resources (information, group support, self-esteem, etc.) for pursuing or resolving the conflict? What are their approaches, or styles, in the conflict?

**The prior relationship of the parties to each other**
What are their attitudes or expectations of each other based on past experiences?

**The nature of the issues giving rise to the conflict**
What effect will ‘winning’ or ‘losing’ the conflict have on each party and their traditions or values?

**The environment in which the conflict occurs**
What interests do others in the group have in the outcome of the conflict?

**The strategy and tactics used by the parties**
Will the tactics result in rewards or punishments?
How open is the communication among the parties?

**The time restrictions facing the parties**
Is there time to work through the conflict or are parties under pressure to stop?

Some basic conditions must exist before problem solving can be attempted or is likely to be successful.

**Both parties must realise they have a common problem** — A situation should be fostered where there is a perception that neither side is right or wrong and that co-operation is needed to solve the problem.

**There must be a perception of balance in resources** — Those who possess the most resources, including personal security, influence, popularity, information and experience, may use their resources to sway arguments in their favour.

**There must be trust and good faith among the parties** — While the conflicting parties do not have to be friends, they should choose to solve the problem and be able to speak honestly about it.

**There must be enough time** — If there is insufficient time, problem solving is unlikely to work.

**The threat must be reduced for all involved** — Open communication is almost impossible if someone feels threatened. The focus should be on the problem, not on the people or placing blame on any party.

What might be some constraining factors in initiating a problem-solving exercise?
There may not be enough time for the conflict to be resolved to the satisfaction of all parties, particularly in an emergency. There may be inadequate levels of trust and many underlying tensions. The perception of an imbalance in resources may be the problem itself, and time may need to be taken to identify all resources, both human and material, and/or to find a way to share resources. If constraining problems are not addressed prior to the emergency, they may be very difficult to solve during an emergency, necessitating a type of conflict management style, other than collaboration.

Some recommended steps in problem solving are:

Test the perceptions of both parties — People in conflicts are especially prone to making assumptions about the other party(ies), distorting facts or attributing motives which may not be real. Focus on the problem, not the people. Facts and figures must be clarified and common ground identified before people can pursue creative solutions to a problem.

Analyse the problem in as much detail as possible — To avoid becoming stuck with certain solutions, the problem should be stated clearly before solutions are suggested. It will help to have a specific statement of the problem along with some goals to be met.

Generate possible solutions — Once the problem is clear, generate as many ideas as possible, without passing judgement at first.

Evaluate the various solutions — The best way to choose a solution is by consensus so the solution is acceptable to everyone. People should not be required to justify their choices if they would rather not. Feelings of anger should be dealt with as they occur.

Conflict Resolution and Problem Solving

For each situation below, discuss the conflict management style and suggest some possible interventions.

In a scheduled task-force group meeting, there is disagreement about how to proceed. Some group members cease participating and engage in private conversations.

Conflict management style:

Possible interventions:

The non-participants may feel that they have no stake in the disagreement and choose the ‘avoidance’ style of conflict management. This may indicate that they are not committed to group goals. It will be important to find out what their behaviour indicates, to draw them into the discussion if possible, and at some point to resolve any underlying problems.
There is a conflict over a method of handling an emergency operation. A group member begins cutting off other members when they speak and putting down people who disagree with him. He becomes intensely emotional and raises his voice. Other people remain silent.

Conflict management style:

Possible interventions:

The vocal group member may be using a competitive style to achieve his own ends and may have high emotional or material stakes in the outcome. His style may intimidate other members into being silent. It may be possible for the facilitator to speak for a minute or two, reviewing the goals and progress of the group and allowing a chance for everyone to calm down. Then, the group should examine whether or not other forms of resolution are possible, such as compromise or collaboration. Other viewpoints should be solicited.

The behaviour of the vocal member may also indicate some personal anxieties, which can probably not be addressed completely in the meeting. The facilitator should remain calm but express concern for the member’s feelings. Other members of the group may also feel concern and offer support. The group should return to the original focus of the meeting as soon as possible.

An argument breaks out in a large meeting between two members who argue frequently. The meeting is scheduled for two hours. The rest of the group seems irritated with the disagreement and wants to proceed with the agenda.

Conflict management style:

Possible interventions:

Since the meeting is so short, neither party may have much to gain from the outcome of the argument. It is best to deal with disagreements, however, rather than trying to side-step them. The most important step is to move the focus away from the personalities and onto the problems, and to discourage a back and forth exchange between the two parties. The facilitator may try rephrasing the problem, or asking one of the arguing members to rephrase the problem to clear up any misunderstanding that may exist. Then others should be asked for their input to resolve the issue. When pressured by group members who would like to proceed, one party may agree to accommodate the other for the sake of moving forward with the meeting.
There is a disagreement between two major parties over fundamental responsibilities in an operation where the lives of people are at stake. The parties must cooperate in order to carry out the operation. The party controlling the greatest number of resources is taking control of the situation and demanding compliance.

Conflict management style:

Possible intervention:

Life threatening situations may require quick decisive action necessitating a competitive style. The competitive style, however, often provokes resentment from the ‘losing’ party. In this situation, some form of compromise should be encouraged in order to keep the relationship open to collaboration at a later stage. Collaboration is the best style to use when it is essential that parties be committed to the outcome.
Facilitation skills are useful for running or participating in meetings, making presentations, and networking, regardless of whether there is a large group or only a few people involved. Facilitation is based on a democratic approach where each person can contribute and shares responsibility for group outcomes. The facilitator sets the tone for an honest and open exchange.

Planning for facilitation should be based on the functions of the group and its members, focused on the process as well as the content, and based on an understanding of group dynamics. Groups go through fairly predictable cycles within a meeting as well as in their development over time. Seating arrangements should be planned to have an optimum effect on group dynamics.

The facilitator should observe behaviours in order to anticipate problems. Assumptions about behaviour should be tested for accuracy by encouraging feedback. Feedback can help to influence behaviour, but should be given in a non-evaluative manner. Feedback should be obtained from more than one person and can be very useful to evaluate a meeting or press briefing after the event.

Conflict is a natural process. The outcome is dependent on the way it is managed. There are five generally described styles of conflict management: avoidance, accommodation, competition, compromise, and collaboration. Collaboration achieves more positive results for more people than compromise, which is preferable to competition. However, different styles may be useful in different circumstances.

Problem solving is part of the collaborative process. Conflicts are often the result of misunderstandings and can be resolved by opening lines of communications. The problem should first be diagnosed in regard to the parties, issues, environment and tactics used. The problem may be solved through testing the perceptions of the parties, analysing the problem, and generating and evaluating solutions.
Chapter 2
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. The facilitator needs to enforce that group members are responsible for the outcome of the group process.  
2. Groups are most productive in early stages of development before competition sets in.  
3. Accommodation is effective in managing some conflicts if one party wishes to build goodwill or promote harmony.  
4. Collaboration is the preferred mode of conflict resolution among agencies working in emergencies.  
5. Conflict resolution styles are prescriptive, that is, only one is right for a given situation.

Multiple choice. Mark ALL correct statements—more than one may apply.

6. Steps in problem solving include:
   A. Testing assumptions
   B. Have a general idea of the nature of the problem
   C. Brainstorm possible solutions
   D. Find a solution that is satisfactory to the majority

7. Feedback is only effective when
   A. It produces a negative emotional reaction in the receiver
   B. It focuses on specific behaviour rather than assumptions about intentions
   C. It limits choices for changes in behaviour
   D. It demands a change in behaviour

8. Plans for facilitation should be based on:
   A. The number of group members
   B. The group’s long and short-term goals
   C. The tensions that may exist
   D. All of the above
9. Facilitation ground rules include:
   A. The facilitator determines who participates and for how long
   B. Facilitator does not impose his/her goals on the group but lets the group work toward its own goals
   C. Each person has the opportunity to participate equally in discussions and planning
   D. B and C

10. Conflicts that appear to result from personality problems:
   A. May be a misdiagnosis of problems that can be solved through improved communication
   B. Are always counterproductive
   C. May be rooted in anger or frustration rather than personality
   D. A and C
Exercise

Use the following worksheet to identify skills that you lack or improvements you would like to make in your skills related to facilitation, negotiation, and problem solving. These needs can be identified by watching yourself on a videotape, using a tape recorder, getting feedback from associates on your performance, or by analysing what you need for the situation you work in. The needs you record should become part of a personal training program and should also be communicated to those responsible for staff training. You should also record your strengths so that they may be shared with others in a training program.

<table>
<thead>
<tr>
<th>Skill areas</th>
<th>Notes on strengths and weaknesses</th>
<th>Personal improvement plan and training possibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Example: Facilitation</td>
<td>Good at planning sessions but need more experience in giving feedback</td>
<td>Practice with associates and at meetings, record progress, distance learning course on internet</td>
</tr>
<tr>
<td>Example: Negotiation</td>
<td>Become nervous over arguments and conflicts, need to learn to employ tools and theory to understand the root of problems</td>
<td>Observe experienced facilitators handle conflict situations, share experiences with colleagues, use training videos</td>
</tr>
<tr>
<td>Facilitation</td>
<td></td>
<td></td>
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<tr>
<td>Negotiation</td>
<td></td>
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<tr>
<td>Problem Solving</td>
<td></td>
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<tr>
<td>Others</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Managing External Relations

Chapter 2
Answers

1. T
2. F
3. T
4. T
5. F
6. A, C
7. B
8. D
9. C
10. D
Relationships with Governments, UN Agencies and Other Key Counterparts

By studying this chapter you will learn about:

- The external relations roles of key actors within the UN System, governments, and NGOs in refugee emergencies
- Co-ordination mechanisms in the field for complex emergencies

Introduction

As a representative of UNHCR in New York, Headquarters or in the field, you should be aware of the actions of governments, UN bodies, and partner agencies and how they might affect UNHCR or your responsibilities for external relations. It is important to understand the responsibilities of the Security Council, the General Assembly and other UN bodies and how they fit into the larger picture of emergency management. You should be able to demonstrate an understanding of the major issues affecting refugees with staff from other agencies. As discussed below, some of the arrangements for UN system co-ordination in emergencies are changing and the understanding you have of agency roles and relationships may affect your ability to adapt to future changes as well as your overall effectiveness in emergencies.

Overarching Goals for External Relations:
- Protection of refugees/persons of concern
- Co-ordinated relief effort to maximise resources

Specific Goals for External Relations

To promote constructive relations with institutions with related concerns, resolving problems and keeping in mind long-term objectives when achieving short-term goals.

To ensure that sufficient advice and information is made available to all government authorities, implementing partners and other UN agencies.

To understand concerns and information needs of other groups and institutions.

To encourage government responsibility for refugee issues.
Managing External Relations

☐ Knowledge Base

- An up-to-date and in-depth knowledge and analysis of political and social issues.
- Understanding of international protection laws, protection issues, and mandates of UNHCR.
- Awareness of national priorities and needs.
- Understanding of agencies’ goals, activities and relationships in the network.
- Awareness of changes in the international response system.
- Understanding of situations and needs in the field.

☐ Activities and Methods to Build External Relations Capacity

- Identifying and establishing a network/networking skills.
- Persuading, constructing arguments, and problem solving/negotiation skills.
- Conducting informal and formal briefings/facilitation skills.
- Participating in inter-agency and technical meetings.
- Providing a weekly or monthly situation report/preparing briefing packages/use of note verbales.
- Maintaining an informal network with external relations and public information professionals.

In this chapter, we briefly discuss the roles of some key agencies and groups with whom UNHCR may form relationships. In addition, we discuss UN co-ordination and barriers to co-ordination. An overview of UNHCR, including locations and functions, and descriptions of the Executive Committee of the High Commissioner’s Programme (EXCOM), as well as other important organisations are found in the Annexes. Annex 1 contains a diagram of the new UNHCR Headquarters structure.

Key Actors for External Relations

In emergencies, UNHCR works with the government of the host country and, increasingly, with the country of origin. When there is no recognised government, UNHCR may act on its own authority as stipulated in its mandate to assist refugees. UNHCR’s partners in emergency situations may include:

- Governments and Diplomatic Corps
- Other UN Agencies such as WFP, UNICEF, WHO, UNDP, OCHA and UNHCHR
- NGOs that specialise in advocacy and assistance for refugees and internally displaced persons (e.g. Oxfam, MSF, IRC, Amnesty International, Human Rights Watch, Helsinki Foundations)
- Para-governmental organisations (e.g. SRSA, EMERCOM, THW, GTZ)
- The International Red Cross and Red Crescent Movement which includes the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), and National Red Cross or Red Crescent Societies
- Regional Organisations (e.g. OAU, ECOWAS, EU, Council of Europe, OSCE, ASEAN)
- National or regional institutions (e.g. CDC in the USA, or the ADPC in Asia)
- The military (e.g. ECOMOG, SFOR)
- Refugees and refugee groups
- The local population and local interest groups
- Religious organisations
Governments and Diplomatic Corps

Governments are involved in discussions with UNHCR at various levels and locations. Some examples are the UNHCR Liaison Office to the UN in New York, the Regional Liaison Office to the OAU in Addis Ababa and the Regional Office to the European Institutions in Brussels. UNHCR headquarters in Geneva and the offices in the field (generally categorised as Branch or Liaison Offices, Sub-Offices and Field Offices) are also directly involved in these discussions.

The legal and institutional dialog between States and UNHCR includes the 1950 Statute which is binding to UNHCR and is to be respected by States, and the 1951 Convention and its 1967 Protocol and other instruments binding States. UNHCR staff should become familiar with all relevant documents, particularly Article 35 of the Convention which is the principle rule outlining co-operation between the States and UNHCR. For additional details on UNHCR’s internal structures, see Annex 1.

The successful delivery of protection and assistance to refugees in emergencies requires close co-ordination with government authorities at diplomatic, central, and local levels throughout the entire programme cycle. This includes needs assessment, planning and budgeting, and consultation with local authorities. As international refugee policy evolves, countries of origin are being called upon to eradicate the causes of flight and to facilitate return. Dialog is needed with governments to draw refugee producing countries, as well as other countries that may be responsible for refugee flows, into a framework of international co-operation aimed at preventing, halting and reversing the conditions that cause people to flee.

Host Governments

UNHCR advocates for the protection of refugees and provision of humanitarian assistance to those in need. Working with host governments to facilitate immediate assistance and ensure access to asylum, UNHCR builds relations to help ensure against refoulement and provides for the humane reception of refugees in the host country. UNHCR often works with host governments and others in the resettlement of some refugees to third countries, repatriation to the home country when this is feasible, or local settlement within the host country.

Host governments may request UNHCR to implement programs directly or through suitable implementing partners. In most countries, the government has established a special focal point or ministry to co-ordinate humanitarian assistance. Other important ministries may include Foreign Affairs, Interior and Defence. It is also important that the diplomatic corps accredited to the country (which includes ambassadors of Member States of EXCOM and representatives from major donor countries and regional inter-governmental bodies) is kept informed of UNHCR’s activities from the start of an emergency. This will help you gain local support and influence fund raising.

Relations with host country governments are built over many years through advocacy and are reinforced with adoption of national legislation in accordance with international law and accession to the basic refugee conventions, protocols and international law. UNHCR can build emergency preparedness-related relationships with local governments through contingency planning meetings, roundtables, and workshops.

The legal framework that governs relations with the host country is based on a co-operation agreement with the host government, sometimes referred to as a ‘host country agreement’ or ‘accord de siege.’ A co-operation agreement ideally covers all elements of direct relevance to UNHCR activities in favour of refugees and persons of concern. In some operations, UNHCR operates under the umbrella of UNDP and is therefore covered by the agreement between UNDP and the host government.

In an emergency operation, UNHCR staff must become familiar as soon as possible with the co-operation agreement. If no such agreement exists, one of the first actions will be to conclude one.
Managing External Relations

The UN System

As the lead agency for refugee issues, UNHCR is ultimately responsible for co-ordination of refugee operations within the UN system. It is crucial that UNHCR seeks support and assistance from other UN organisations and other involved groups at the onset of an emergency. Close collaboration with professionals from these organisations and maintenance of positive contacts can prove invaluable in the event of a joint emergency response.

There are several UN organisations or bodies that may have an influence on UNHCR operations. Collaborating agencies with special emergency responsibilities include WFP, UNICEF, UNHCHR, WHO, UNDP and OCHA. Descriptions of these organisations are in Annex 2. Key UN bodies are:

The General Assembly (GA) is the main deliberative body of the United Nations system. It is composed of representatives of all Member States, each of which has one vote. Decisions on important questions require a two-thirds majority. Although most of its decisions are non-binding recommendations, the Assembly adopts instruments such as conventions that are legally binding on the signatories. The GA adopts resolutions on a wide range of matters of international concern. These include refugee issues and situations, specific complex emergency situations and humanitarian assistance efforts as well as resolutions on matters regarding UN humanitarian assistance, such as UN co-ordination mechanisms.

As a subsidiary body of the GA, UNHCR follows policy directives (resolutions) of the GA. The High Commissioner's annual report (which provides an overview of the High Commissioner's main concerns and activities in the fields of protection, assistance, relations with other organisations, funding and public information) is presented to the Third Committee of the GA.

The Security Council (SC) has primary responsibility under the UN Charter for the maintenance of international peace and security. When a dispute leads to a conflict between parties, the SC may adopt resolutions on a variety of measures. These may include demand for cease-fire, dispatch of observers to monitor the cease-fire, recommendation of other appropriate actions for a peaceful settlement, or sending UN peacekeeping forces to help reduce tensions while negotiations are taking place.

Failure to comply with the resolutions or decisions of the SC may result in enforcement measures under the UN Charter such as economic sanctions or even collective military action. While a UN peacekeeping operation can only be dispatched following adoption of a SC resolution, this is not the case for UN humanitarian assistance. This assistance can be initiated by the UN agencies themselves, based on their mandates. Because UNHCR often operates as a result of, or in a situation of conflict, it is important to understand the functions of the SC and be informed of its activities.

The Economic and Social Council (ECOSOC), composed of 54 member countries elected for three-year terms, functions under the authority of the General Assembly. As one of the agencies dealing with social and economic issues, UNHCR reports to the GA through ECOSOC. Agencies with similar mandatory arrangements include WFP, UNICEF, UNCTAD, UNDP, and UNEP. ECOSOC serves as a central forum for discussion and formulation of policy recommendations on issues in the economic and social spheres. The daily work of ECOSOC is carried out by subsidiary bodies or commissions or committees that meet at regular intervals.

In recognition of the special experience and technical knowledge of NGOs, over 1,500 NGOs have consultative status with ECOSOC. These NGOs may be represented in the public meetings of the Council and may make statements relevant to the Council's work.
The **UN Secretariat** is composed of a variety of departments, sections, and units working in political and economic analysis, social development, peacekeeping operations, humanitarian and legal affairs, and other fields. The various components of the Secretariat fall under the direct supervision of the Secretary General as the chief administrative officer of the UN. Secretariat Departments are normally headed by an Under-Secretary General (USG). The main players in complex emergencies are the Office for the Co-ordination of Humanitarian Affairs (OCHA), the Department of Political Affairs (DPA), the Department of Peacekeeping Operations (DPKO), the UN Security Coordinator (UNSECOORD), and the Office for Legal Advice (OLA).

The **Inter-Agency Standing Committee** (IASC) is chaired by the UN Emergency Relief Coordinator who is also the USG heading OCHA, and includes FAO, UNDP, UNHCR, UNICEF, WFP and WHO as full members. OHCHR, IFRC, ICRC, IOM, the Special Representative of the SG for IDPs, and representatives from several NGO consortia (e.g. ICVA, SCHR, and InterAction) are standing invitees of the IASC. The IASC ensures inter-agency decision making in response to complex emergencies primarily by developing and agreeing on system-wide humanitarian policies; allocating responsibilities among agencies in humanitarian programmes; advocating common humanitarian principles to parties outside the IASC; identifying areas where gaps in mandates or lack of operational capacity exist; building consensus between humanitarian agencies. It also addresses other policy issues of special concern to the membership. These include, improving security of relief personnel and supplies, the effects of UN sanctions, demobilisation of combatants, improving system-wide resource mobilisation, field co-ordination of humanitarian assistance and ensuring the transition from relief to rehabilitation and development.

The **Executive Committee on Humanitarian Affairs** (ECHA), is one of the four Committees created by the Secretary General in the framework of the UN reform with the aim of enhancing the co-ordination between UN Agencies in various fields. Chaired by the Emergency Relief Coordinator, ECHA includes UNDP, UNICEF, WFP, OHCHR, DPKO, DPA, UNRWA and the Special Representative of the SG for Children in Armed Conflicts. ECHA’s membership, notably with the participation of UN Departments, adds a political/military dimension to humanitarian consultations.

**Other Key Counterparts**

**International Red Cross and Red Crescent Movement**

The International Red Cross and Red Crescent Movement consists of three primary elements: The International Committee of the Red Cross (the founder of the movement), the International Federation of Red Cross and Red Crescent Societies (IFRC), and the various national Red Cross and Red Crescent Societies.

In its relations with the ICRC, UNHCR maintains a constant shared interest in the protection of human rights. Particularly in complex emergencies where there are both refugees and active conflict, the UNHCR and ICRC often work side by side. Strict adherence to the principle of neutrality on the part of ICRC, however, at times restricts that organisation from co-ordinating closely with and sharing information on their operations. In general, co-ordination between the two organisations is supported by both and continues to develop positively.

The IFRC co-ordinates a very large network of national societies and their local volunteers who can mobilise quickly to respond locally to large-scale disasters and population displacements. More than 60% of the International Federation’s operations involve assistance to populations on the
move—as in the case of Rwanda, from where almost 2 million people fled into neighbouring countries and thousands more became internally displaced. The IFRC implemented a massive food distribution network and set up emergency medical and water/sanitation programs. Two years after the killings, the Federation was still assisting over 65,000 refugees in twelve camps spread over five countries’ (see more about IFRC at their website on the World Wide Web at http://www.ifrc.org/about/hneeds.htm).

The various national Red Crescent and Red Cross societies also respond to refugee emergencies. In many cases they may be the first to respond, since they are located nationally and their volunteer networks may have people ‘on the spot’ as the emergency unfolds. Additionally, national societies are often implementing partners of UNHCR in large-scale emergencies as well as in other non-emergency programs.

**NGOs and Para-governmental Organisations**

UNHCR’s relationships with NGOs and para-governmental organisations are vital for response to refugee emergencies. While NGOs are generally internationally headquartered, para-governmental organisations work in partnership with national governments. Para-governmental organisations, in principle, function very similarly to NGOs. They may, however, have restrictions to operating in certain territories that are not recognised by their governments.

The statute of the Office of the United Nations High Commissioner for Refugees envisaged only a limited operational role for UNHCR. UNHCR uses a number of ways to implement its programmes, the majority of which involve governmental and non-governmental operational partners. However, UNHCR, bound by its mandate, must—apart of its protection activities—co-ordinate and monitor the assistance provided. By funding NGOs to implement assistance programmes, UNHCR is able to maintain a co-ordination role in refugee operations. This ensures not only that effective life-sustaining assistance is provided through a co-ordinated programme, but that protection, at the level of the refugee operation, is also assured. Without such co-ordination it would be more difficult to ensure protection for those persons most vulnerable, or likely to become vulnerable, within a refugee community. It is vital when determining assistance needs—that the protection needs of the community, particularly those who are vulnerable, are considered at the earliest opportunity, and reviewed regularly.

UNHCR’s relationship with NGOs has grown over many years, and is inextricably linked with effective assistance programmes, which benefit from the strength of this experienced partnership. Refugees further benefit as NGOs generally bring additional resources, beyond those of UNHCR. In 1997 UNHCR implemented 931 projects, in 131 countries, with 443 non-governmental organisations at a total cost of approximately US$272 million. Without this partnership, and UNHCR’s role at the field level within this partnership, protection and assistance to meet the refugee’s needs would be significantly diminished. The healthy interaction UNHCR enjoys with its NGO partners can only result in better programmes for the beneficiaries, whose lives often hang in the balance. Consequently, UNHCR seeks to enhance the increasingly close dialogue with its invaluable NGO partners. (More about UNHCR General Programmes and Core activities can be found on the Internet at www.unhcr.ch/fdrs/main.htm.)

Although NGOs’ purposes are usually public, their resources are often privately generated and managed; many have charitable or non-profit status in their countries of origin. Some large international NGOs, such as CARE and World Vision, may have access to more resources for a given country than all other assistance agencies. Some NGOs, such as Medecins Sans Frontieres, may only operate in emergencies. Many countries hosting refugees have their own NGOs some of which are linked to international networks. The ICRC, although definitely a non-governmental organisation, is generally considered separately as part of the Red Cross Movement along with the IFRC and the national societies.
NGOs are increasingly using NGO co-ordination bodies to organise themselves and improve their effectiveness in complex emergencies. These bodies take the form of umbrella organisations, consortia, federations, unions and networks. Some co-ordinating bodies, such as the International Council of Voluntary Agencies (ICVA) and InterAction, provide support services to agencies involved in emergencies. NGOs bring advantages as partners in emergency operations because they are usually able to respond quickly and some are willing to operate in areas where other actors may face political constraints.

UNHCR works with many NGOs either as operational or implementing partners to address refugee emergencies. Thus, the cultivation of strong inter-agency relationships with NGOs is crucial to the success of these operations. The purpose of the PARinAC (Partnership in Action) initiative between UNHCR and its implementing partners was to examine criteria for building more constructive partnerships to improve joint humanitarian action. The process included a year-long series of consultations culminating in a conference in Oslo in June 1994. The practical application of the PARinAC process is demonstrated in the work currently being done by UNHCR and NGOs in refugee operations worldwide. The ‘Best Practices’ for building effective partnerships are based on past experiences and lessons learned. (See Annex 3.) While some are more applicable to working partner arrangements in emergency operations, many or all may apply to relationships with governments, the media and donor agencies.

Regional Bodies and Inter-Governmental Organisations

In most refugee operations, regional and inter-governmental organisations can provide both political support and humanitarian assistance. Such bodies may also play important roles in the negotiations for and implementation of political solutions, for example, ECOWAS and ECOMOG in West Africa, and EU and OSCE in the former Yugoslavia.

Refugees and Refugee Groups

As the focal point of UNHCR’s mandate, refugees are a key target group for external relations. UNHCR staff should encourage and support the organisation of the refugee community and ensure its involvement along side the local authorities and communities in all aspects of the administration of the refugee settlement. Refugees may need to be informed and sensitised regarding UNHCR’s role and also with regard to local customs and traditions.

Local Population and Local Interest Groups

To avoid tensions and enhance relationships between UNHCR, partner agencies, the refugee community and the local population, regular meetings should be arranged to address the causes of any problems that may arise. The local population can be informed and sensitised to the situation faced by the refugees through the local media and community leaders. Sufficient assistance should be mobilised so that negative impacts by the refugees on scarce local resources are avoided. In addition, the local community should see benefits from improvements in infrastructure, such as in the water and health sectors, and in road construction.

Military

UNHCR’s humanitarian activities may be linked with the military either when peacekeeping or international armed forces are used to ensure secure delivery of assistance, or when military resources are used to augment the capacity of UNHCR. Specific duties of the military may include training for UNHCR staff on security issues, escorting UNHCR convoys, supporting local authorities, providing information and protection, supporting health and medical services and transporting humanitarian aid, among others.
UNHCR staff must seek to understand the role of the military and work with military staff in a co-ordinated manner. UNHCR has produced two training modules that provide important insights for UNHCR and military staff working together. These are: ‘A UNHCR Handbook for the Military on Humanitarian Operations’ and ‘Working with the Military’ (both published in January 1995).

Religious Organisations
Local religious institutions may be able to serve as excellent sources of information particularly regarding local conditions. They may also offer other resources such as a transportation network or schooling facilities. In some operations, religious institutions may serve as implementing partners.

UN Co-ordination in Emergencies

The UNHCR Handbook for Emergencies (2nd edition) describes co-ordination of specific refugee emergencies as well as the wider category of emergencies (which typically also involves refugees) known as complex emergencies. Complex emergencies typically involve large scale humanitarian crises where:
- Civilian populations are besieged and/or displaced
- The required response transcends the scale or mandate of any one organisation
- Parties to the conflict actively impede humanitarian aid
- Humanitarian assistance relief workers are placed in situations of high personal risk, including situations where relief workers are specifically targeted

**Co-ordination of the UN Response in Refugee Emergencies**

Within the the UN system the responsibility for refugees lies with UNHCR. Therefore, when there is a refugee emergency, UNHCR is the UN organization responsible for coordinating the response of the UN system to the emergency.


**Co-ordination of the UN Response to Complex Emergencies**

In an emergency, the UN Resident Coordinator usually acts as the Humanitarian Coordinator and is a valuable source of information, advice and assistance. The UNHCR Representative must keep the Resident Coordinator well briefed on UNHCR operations and should participate in all inter-agency meetings to increase mutual understanding and co-ordination at the country level.

UNHCR may be assigned as the lead agency in certain circumstances. Where UNHCR is the lead agency, it must conduct frequent technical meetings with representatives from governments, other UN organisations, NGOs and other agencies. Close liaison with the UNDP Representative is also needed to ensure co-ordination between development and emergency inputs. The refugees, the local population, military forces, and other institutions, such as religious organisations, are important collaborators.

There are typically four model structures or options for the co-ordination of the emergency response. These are generally referred to as:
- Lead Agency model
- Resident Coordinator model
- Humanitarian Coordinator model
- Regional Humanitarian Coordinator model
**Lead Agency** — This refers to the UN agency, which, in a particular emergency provides the great majority of the UN assistance and is designated with the humanitarian co-ordination functions for that emergency.

**Resident Coordinator** — The Resident Coordinator is the leader of the United Nations country team and is normally the head of the UNDP in a particular country. He or she may be designated to co-ordinate the UN response to a complex emergency in that country.

**Humanitarian Coordinator** — The complexity of an emergency may lead to the appointment of a Humanitarian Coordinator distinct from the office of the Resident Coordinator and lead agency. The Humanitarian Coordinator normally phases out once the emergency reaches recovery phase and any residual tasks are returned to the resident Coordinator. The decision on if and who to appoint as the Humanitarian Coordinator is made by the Inter-Agency Standing Committee (IASC). This committee includes OCHA (the convenor), FAO, IOM, UNDP, UNHCR, WFO, UNICEF and WHO as full members, with an additional number of standing invitees.

**Regional Humanitarian Coordinator** — If the emergency affects more than one country, a Humanitarian Coordinator having regional responsibilities may be appointed.

### Mechanisms for Co-ordination in Refugee Emergencies

Co-ordination of humanitarian response by multiple parties in a complex operation is one of the key elements of emergency management. In refugee emergencies, UNHCR should take the lead to ensure effective co-ordination. Where UNHCR is the lead agency, it usually acts as the coordinator for policy and the implementation of international relief, and ensures that UNHCR’s persons of concern are granted protection in all stages of the operation. This involves regular co-ordination meetings with representatives from governments, UN organisations, NGOs and other agencies. In many cases, UNHCR also provides operational support to other agencies, for example, in setting up joint radio communication systems or establishing security measures for staff. Of particular practical importance is the establishment of joint logistics cells, most frequently between UNHCR and WFP, in which major logistics operations are pooled together (e.g. joint warehousing, flight operations and surface transport). Close liaison with the UNDP and IMF/World Bank representatives should be established at the beginning of each emergency operation in order to enhance the transition process from relief to development.

Co-ordination at the capital or central level usually focuses on policy questions including protection and general implementation guidelines whereas co-ordination at the field level involves the more practical issues of the operation. Since the success of this co-ordination will necessarily be based on the trust between organisations and individuals, the role of external relations with those organisations, bodies, and agencies is key. Co-ordination mechanisms should be based on sound management principles such as the establishment of clear objectives and assignment of appropriate responsibilities and authority. Some mechanisms that support co-ordination are:

- International instruments and Memoranda of Understanding (MOUs) which define responsibilities and roles at the global (and sometimes regional) level.
- Agreements and exchange of letters with other agencies, implementing partners and host governments defining roles and responsibilities at the situational level.
- Establishment of bodies for the provision of joint services to co-ordinating agencies such as vehicle repair and maintenance, communications, staff transport, security, etc.
- Shared codes of conduct.
- Regular meetings of the established co-ordinating body.
- Regular reporting and information sharing.
In a large-scale refugee emergency, the co-ordinating body will also likely require sectoral sub-committees (water and sanitation, health, food and nutrition, education, etc.) Such sub-committees will be responsible for co-ordinating the implementation in each sector and representing the status and needs of each sector in relation to the overall operation. In such cases, co-ordination may be facilitated by adoption of operation-wide standards of assistance for each sector. Of particular importance will be the adoption of common standards when a number of organisations are providing similar assistance.

UN co-ordination mechanisms at field level also include a standing **UN Disaster Management Team (DMT)** in disaster/emergency-prone countries. The DMT may include staff from FAO, UNDP, UNICEF, WFP, WHO and UNHCR. The DMT is the main mechanism by which UN agencies co-ordinate policies and programmes.

In most emergencies, in-country staff supporting the Resident/Humanitarian Coordinator are organised into a **Field Co-ordination Unit**. This unit may be organised in different ways and under different names, may contain non-UN members similar to the make-up of the IASC, and may be supplemented by other special units such as de-mining. In Afghanistan, for example, it meets under the chairmanship of the Head of the UN Office for the Co-ordination of Humanitarian Assistance in Afghanistan (UNOCHA) and is called the Inter-Agency Humanitarian Co-ordination Committee. In some emergencies, a UN Disaster Assessment and Co-ordination Team (UNDAC) is recruited by the Office for the Co-ordination of Humanitarian Affairs (OCHA, formerly DHA) to support the Field Co-ordination Unit.

**Elements of a Co-ordinating Body**

This outline is from the *UNHCR Handbook for Emergencies* (2nd edition), p.63.

Each of the factors listed below would need to be evaluated against the particular context and policy of the host government. At the beginning of the operation UNHCR should secure a suitable meeting room for co-ordination meetings.

**Membership**

The nature of the co-ordinating body and its usefulness will be determined partly by its membership.

1. Criteria for participation
   i. Provision of direct services
   ii. Regular attendance at co-ordination meetings
   iii. Compliance with service guidelines and standards
   iv. Regular financial contributions to co-ordination mechanism

2. Other organisations may wish to attend co-ordination meetings without full participation in the co-ordination mechanism
   i. Organisations which may choose not to, e.g. ICRC
   ii. Funding organisations and donor representatives
   iii. Public interest groups
   iv. Military forces

**Functions of the Co-ordination Body**

1. Meetings
   These may be needed at the central and the site level, and include
   i. Overall co-ordination meetings, which may be needed daily at the start of an emergency
   ii. Sectoral committee meetings (e.g. health, registration, water)
   iii. Conferences
2. Identification of needed services and soliciting voluntary agencies to assume responsibilities for the provision of these services
3. Allocation of donated commodities and financial contributions
4. Guidelines and standards for the provision of services
5. Orientation of newly arrived agencies
6. Orientation of incoming staff
7. Research and documentation
8. Support for settlement co-ordination committees
9. Co-ordination with agencies outside the country
10. Information sharing
11. Fund raising
For external relations with governments, within the UN system and with other agencies in the field, it is important to understand the roles of agencies involved in emergency assistance, how UNHCR fits into the larger picture, and actions taken by these agencies that may affect co-ordination in emergencies. UNHCR’s functioning depends on directives and the regular flow of information from New York, Geneva, and in the field at the national capital and local field level.

Governments are involved in discussions with UNHCR at diplomatic, central and local levels where refugee operations are taking place. Close co-ordination is needed with governments throughout the entire refugee operation. Dialog is held with governments to draw them into the framework of international co-operation over refugee issues.

NGOs are an important force in addressing emergencies and serve as operational and implementing partners to UNHCR. The results of the UNHCR-NGO PARinAC process are in practice in current refugee operations. Other international, inter-governmental and regional bodies that may work with UNHCR include ICRC, IFRC and ECOWAS.

UNHCR may be assigned as the lead agency in certain circumstances. Where UNHCR is the lead agency, it must conduct frequent technical meetings with representatives from governments, other UN organisations, NGOs and other agencies. Close liaison with the UNDP Resident Representative is also needed to ensure co-ordination between development and emergency inputs. The refugees, the local population, military forces, and other institutions, such as religious organisations, are important collaborators.

Arrangements for UN co-ordination in emergencies are determined by the IASC and vary according to the situation. UN mechanisms for co-ordination include a Disaster Management Team and Field Co-ordination Unit. Humanitarian, military and political aspects of emergencies require a framework to facilitate information flow among departments and players.

UNHCR receives directives from the UN General Assembly and ECOSOC. The main players under the UN Secretariat in complex emergencies are OCHA, DPA, DPKO, UNSECOORD, UNHCHR and OHCHR. Specialised UN agencies working in emergencies include FAO, UNDP, UNICEF, UNHCR, WFP and WHO.
Chapter 3
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. The staff and operations in Geneva determine the outcome of UNHCR’s external relations.
   T   F

2. ECOSOC recognises the special technical knowledge of NGOs by giving many of them observer status.
   T   F

3. The High Commissioner also reports to the Emergency Relief Coordinator in emergencies.
   T   F

4. Para-governmental organisations function similarly to NGOs, except they are more closely aligned with government policy.
   T   F

5. Key partners in refugee emergencies are the refugees and local population.
   T   F

Multiple choice. Mark ALL correct statements—more than one may apply.

6. At the Field Level, UNHCR has to maintain relationships with
   A  The Resident Coordinator or Humanitarian Coordinator
   B  UNDP, to ensure co-ordination between development and emergency inputs
   C  Government, other UN agencies and NGOs
   D  All of the above

7. UNHCR relates to governments involved in refugee emergencies
   A  Throughout the entire cycle of the emergency operation
   B  Only at diplomatic levels
   C  Through counterpart ministries such as foreign affairs, interior, defence, or a special body for humanitarian assistance
   D  All of the above

8. Goals and objectives for external relations should particularly consider:
   A  Ways to overcome barriers to co-operation
   B  Capacity building needs
   C  Promoting UNHCR’s goals
   D  All of the above
9. The Resident Coordinator and the Humanitarian Coordinator are the same person when:
   
   A. He/she is the head of UNDP
   B. When the Resident Coordinator is appointed as Humanitarian Coordinator by the ERC/IASC
   C. When UNHCR is the lead agency
   D. When there is a Special Representative of the SG

10. All of the following are UN co-ordination mechanisms except
   
   A. A UN Disaster Management Team
   B. A Field Co-ordination Unit
   C. UN Peacekeeping Operations
   D. UNDAC
Exercise A

Fill in the blanks.

1. UNHCR follows the policy directives of _______________________________
   and ________________________________.

2. Governments are involved in discussion with UNHCR at these levels:
   ________________, ________________, and ________________.

3. Since UNHCR often operates as a result of or in conflict zones, understanding
   of the activities of the UN ________________ is very important.

4. The staff supporting the Resident Coordinator are organised into a
   ________________________________, which may vary in nature and
   composition for different emergencies.

5. In emergencies, UNHCR works most with these other UN specialised agencies:
   ________________, ________________, ________________, ________________,
   ________________, and ________________.

6. Some large ___________ may have access to more resources in a given country
   than all other agencies and are usually able to respond quickly to emergencies.

7. The results of the ________________ process are currently practised in
   field operations by UNHCR and partner organisations.
Exercise B

For your situation, develop a matrix listing the barriers to effective inter-agency relationships, the possible causes and effects of those barriers and a strategy designed to reduce the barriers. A sample matrix is shown below.

<table>
<thead>
<tr>
<th>Barrier</th>
<th>Observed Effects</th>
<th>Possible Cause</th>
<th>Strategy to Reduce Barrier</th>
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<tbody>
<tr>
<td>Lack of trust among some of the partner agencies</td>
<td>Lack of openness; refusal to work together on projects; detraction</td>
<td>History of poor relationships; agencies see each other as competitors</td>
<td>Enhance productive networking through inter-personal and inter-agency activities; facilitate open exchanges and problem solving</td>
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<tr>
<td>Co-ordination is a low priority with some key agencies</td>
<td>Failure to follow through on requests and to attend meetings; competitive style</td>
<td>Self-sufficient in resources; little experience with co-ordination</td>
<td>Highlight need for co-ordination through UN system and inter-agency actions and communications; encourage exchange of resources</td>
</tr>
<tr>
<td>Some agencies disagree on approach to assistance</td>
<td>Frequent arguments; expressed frustration with group process; resignation</td>
<td>Inexperienced with alternative approaches; different expectations and goals; too many opinions and actors</td>
<td>Increase inter-staff meetings, and sub-group meetings to discuss possibilities and promote conflict resolution and problem solving</td>
</tr>
<tr>
<td>High staff turnover in government offices</td>
<td>Delays caused by new staff learning the job; frustration; apathy</td>
<td>Low salaries and long hours; poor incentives</td>
<td>Short and long-term capacity building projects; seconding international staff to government offices</td>
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</table>
Exercise C

List the organisations mentioned in this chapter that are relevant to your situation. Write down the names of key contacts or sources that you will use to obtain information on the agency’s activities. Write some notes on the agency’s role in co-ordination as it affects your position in UNHCR.

<table>
<thead>
<tr>
<th>Organization</th>
<th>Key Contacts or Information Sources</th>
<th>Roles in Emergency Coordination</th>
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</tbody>
</table>
1. F
2. T
3. F
4. T
5. T
6. D
7. A, C
8. A, B
9. B
10. C

Answers — Exercise A
1) The General Assembly and ECOSOC
2) Diplomatic, central and local levels
3) Security Council
4) Field Co-ordination Unit
5) WFP, UNICEF, WHO, UNDP, UNHCR and OCHA
6) NGOs
7) PARinAC
Media Relations

By studying this chapter you will learn about:

- The roles of key media actors
- How to communicate with journalists and hold a press conference
- Skills needed for effective presentations

The media has traditionally been an ally of UNHCR. In an emergency, media interest may have an impact on support for UNHCR’s activities. Public perceptions of the international assistance community’s response are established in the early days of an emergency. When fundamental principles of protection are at risk, the media can also provide valuable assistance to refugees.

UNHCR provides information to the media and actively promotes media coverage. Information can flow both ways between the media and UNHCR. To be positive and productive, however, relations with the media have to be carefully orchestrated. Today’s 24-hour news coverage requires a rapid response to the demands of the media. This chapter focuses on knowledge and skills needed to promote good relations with the media.

Overarching Goals for Media Relations:
Protection of refugees/persons of concern
Co-ordinated relief effort to maximise resources

Specific Goals for Media Relations
- To promote and maintain positive relations with the media.
- To put forward UNHCR’s views in a positive and persuasive manner.
- To avoid direct, public confrontation with government or other bodies.

Knowledge Base
- Being aware of current perceptions of UNHCR and refugee situations in the media.
- Knowing how to promote media coverage.
- Knowing techniques for presenting information to the media.
- Knowing media agencies, their scope and procedures for coverage, and the extent of their influence.
Activities and Methods to Build Media Relations Capacity

- Closely monitoring newspapers and other media.
- Proactively working to provide international and national media with information/media skills.
- Seeking assistance and support from PI professionals.
- Providing logistical support to media staff when possible.

Media Relationships

UNHCR staff must develop relationships with different types of media organisations. These range from national to international media services and may include newspaper, TV or documentary journalists. Developing a working relationship with the national information service in a country is also a critical component of media relations.

National Media Representatives

As a general rule, locally based media will be very responsive to news affecting their countries and fellow citizens and will welcome information materials. One of your first priorities should be to cultivate relationships with local newspapers, magazines, television and radio networks. Use of local languages by these media helps disseminate information to those who do not speak or read major international languages. Both local and foreign representatives of the diplomatic community will closely monitor the local language media, as it may reflect more closely what the local people read/watch/and listen to than do international news media.

Local and national media can have a profound effect on local opinions, which can in turn affect opinions about UNHCR’s operations. National media may help determine local attitudes toward the refugees and may provide an early indication of sensitive issues and government policies. The national government will likely be concerned about both local and international coverage.

Members of the International Media

Most of the global major media outlets have foreign correspondents based in capital cities or rely on local or freelance journalists. In general, TV, radio and newspapers operate on tight deadlines and need factual stories on the emergency, with some background information. Magazines and magazine programs cover stories in depth and have more time available to do research and re-check their stories. Wire services such as AFP, AP, InterPress Services, UPI and Reuters produce bulletin-type news stories and have very short deadlines. Wire services are likely to be the major sources for worldwide coverage of an emergency.

Government Information Services

Relationships should be established as soon as possible in an emergency with the official press office or national information service. Any general statement or press release should be shared with these offices and the government department responsible for refugees. Statements related to joint government-UNHCR actions might need to be cleared with the government first.
Communicating with Journalists

Journalists want factual information such as the number of refugees, dates of displacement or return, country or place of origin, names of UNHCR’s partners in the emergency operation, major needs, appeal figures and sources of funding. Journalists are also looking for human-interest stories and they like sidebars, fact sheets, or secondary stories that provide background or historical detail.

A well written news release can generate great interest and may even be used verbatim in media stories. Publishers have to weed out many poorly written releases, however, as it is often not worth their time to edit those that are weak or don’t look like news. Therefore, ensure that your information is well written, factual, and newsworthy.

All news releases for the press and broadcast media issued from Headquarters must be authorised and approved by the High Commissioner and the ‘Spokesperson.’ News releases issued in the field should be authorised and approved by the Representative.

Timing can be as important as the message you send in your news releases. Press and other media representatives operate under a deadline system and are interested in the latest developments. They may have a very limited timeframe for the filing of their reports. Where possible, news releases should be timed to facilitate their inclusion in daily press runs as well as in larger topical articles on the emergency situation. Regular (weekly or even daily) release of information to the media is one proactive aspect of emergency management that can help the manager structure other activities in a more focused way, without constant intrusions/distractions by members of the media.

Tips for creating news releases

- Use plain white paper, clearly marked with date, source, and contact information for any follow up questions. This is preferred by editors.
- Try to fit the press release on one page, which may mean not using an elaborate letterhead. If you must use two pages, try to end the first page with a complete paragraph.
- Double-space the text to allow for editing. Use 50-60 characters per line.
- Put the main news at the top of the release. Keep it short, sharp and simple. Give sources and direct quotes.
- Avoid the use of jargon and bureaucratic language.
- Communicate efficiently—use the present tense and active voice (‘Mr. Doyle announced’ rather than ‘it was announced by Mr. Doyle’). Avoid using long sentences and too many adjectives.
- Re-write the press release for broadcasters. The broadcast news release should take about 90 seconds to read. Spell out phonetically any names that are difficult to pronounce.
- Follow-up on the news release in a day or so to be sure it was received, whether it will be used, and if there are any problems to be corrected. If a press release was printed, obtain a copy.
- Always get the UNHCR message across.
Read the following news release.
What are its strengths and weaknesses?

UNHCR Office
New Delhi, India
NEWS RELEASE

UNHCR urges Indian Authorities to allow Tamil 'boat people' ashore

New Delhi — (date) The United Nations High Commissioner for Refugees called today for urgent action to help the thousands of refugees fleeing from the latest outbreak of fighting in Sri Lanka.

In particular, the agency urged the Indian authorities to consider lifting their naval blockade to allow the refugees ashore.

Neil Sangster, UNHCR representative in New Delhi, said, ‘We are facing a new exodus of ‘boat people’ who have fled their homes in terror and who are now cast adrift on the open seas.’

‘The UNHCR appreciates India’s concern about supporting large numbers of refugees in a part of the country where welfare services are already stretched to the limit. At the same time, the agency believes that this is an exceptional situation requiring an exceptional response—and we stand ready to provide whatever help we can.’

‘We must get the ships into harbour as soon as possible. Many of the vessels are totally unseaworthy. The refugees on board have been at sea for many days without food and water. They face appalling health and sanitary conditions.’

‘The UNHCR pledges to do everything it can to support relief efforts by the Indian authorities. Our urgent plea is that the ports be opened before the tragedy in Sri Lanka is compounded by many more deaths among the refugees.’

In this news release, the UNHCR message comes across distinctly. While UNHCR wants to help the refugees, it does not want to provoke a confrontation with the Indian authorities. The opening statement emphasises the problem and the quote from the UNHCR representative adds credibility as well as human interest. The release could be improved by giving a more precise number of refugees and the routing of their journey, and by adding more background on the fighting and the refugees themselves. A contact name and number would also be helpful.

Since news releases are generally limited to one page, it may be useful to round out your news release with a fact sheet that the editor may use to supplement the news story. The fact sheet may be one to two pages and contain institutional background, historical perspectives and data. This is also a useful tool to include in briefing packages or to distribute for general briefings at Headquarters before it is presented to donors. Since briefings take place in different locations by different sections of UNHCR, it is important to synchronise the information to enhance credibility.
Presentation Skills

We are communicating constantly with our eyes, face, bodies and attitudes. When you communicate with someone, it is not just the words you choose that make the message. You are also sending signals about the kind of person you are and your commitment to your message, among other things. It is crucial that you synchronise the words you are speaking with the rest of you. Some research indicates that an audience’s interpretation of a speaker’s message may be determined as much as 55% by the speaker’s non-verbal communication, 38% by the speaker’s vocal quality, and only 7% by the actual words (Ailes, 1989).

Good communication starts with good conversation. Conversation is a give and take affair. If you are able to converse well, you should be able to transfer those skills to a public presentation, TV or other media.

What are some characteristics of a good conversationalist?

Your answer might include: Tends to be other-oriented rather than self-centred; does not dominate the conversation; does not dwell on complaints; draws others out on topics they want to discuss; is sympathetic to problems; smiles and laughs easily; has interesting things to say; avoids trite expressions; is lively and enthusiastic; gets to the point quickly and does not belabour points; understands the give and take of conversations—does not encourage monologues; asks open ended questions rather than those requiring one word answers; asks how others feel about a subject rather than pontificating; is open, candid, direct and friendly.

Of course, the above list of characteristics is idealised. It is not usually necessary to make dramatic changes in yourself and/or to meet all of these criteria. You can improve your communication skills by simply being who you are, learning to overcome unproductive communication habits, and learning to be aware of the reactions of your listener or audience.

Ten common problems in personal and business communications

1. The speaker does not build up an initial rapport with listeners.
2. The speaker appears stiff, uncomfortable or tense.
3. The materials are presented in a factual manner without emotional appeal.
4. The speaker fails to make eye contact with listeners or use expressive facial movements.
5. There is no humour or ice breakers.
6. The speaker is not prepared; the direction and intention of the discussion are not clear.
7. The speaker rambles on and does not use pauses and silence for impact.
8. The presentation lacks energy, evidenced by inappropriate pitch, speed and volume.
9. The language used is boring or the materials or subject matter are not interesting.
10. The speaker does not take time to listen carefully, or give others the opportunities to speak.
Tips for productive listening

- Talk less. Most of us talk more than we need to, tell people more than they need to know, and take too long to say things without being clear.
- When someone is speaking, clear your mind to focus on his/her message.
- Listen to the whole message instead of getting your impression from the first few sentences.
- Don’t tune out speakers because you don’t like their appearance—keep an open mind.
- Write down what you may not remember.
- Listen for intent as well as content—get the whole message by watching the person.
- Listen first and then analyse. Do not interrupt with analysis before you have listened.
- Avoid distractions or fidgeting while you are listening.

Four Keys to an Effective Presentation

Be prepared—Although you will probably know your topic well, sometimes information is relatively new or you may be nervous. It is important to give people the feeling that you know what you are talking about. You can develop this confidence by rehearsing your material—go over a speech out loud, record it on a tape recorder or video tape yourself. Listen to your voice for sincerity, intensity, volume, inflection (highs and lows), pronunciation, and drama (use of pauses). Judge whether or not you sound confident.

Rehearse until you feel confident that you will be comfortable, committed, and interesting when delivering the material. If you are delivering material written by someone else, practice until you feel that it is your own. You can rehearse interviews by answering questions that you believe will be asked. A member of your network may be able to help you with this. The more you rehearse, the better your presentation will be.

It pays to practice your presentation in the place where you will actually talk or to visualise yourself in that place as well as the positions of the people around you. Practice making eye contact with the audience.

Be aware of the interests of your audience as well as their present attitude toward you or UNHCR. If you face a hostile audience, show that you understand all sides of an issue. If you have a supportive audience, reaffirm shared values.

Be comfortable—in order to make others feel comfortable, you need to appear comfortable yourself. What does it mean to ‘be comfortable’? It can mean putting people at ease by not overreacting to events or exhibiting tension or frustration that can create a tense atmosphere. It can be achieved by smiling or adding a touch of humour. It can also include being comfortable if you make a mistake. Practice ‘looking comfortable’ by:

- Walking casually to the front of the room
- Making eye contact with the audience
- Avoiding sharp, jerky movements, or fiddling with your hair, pens, etc.
- Maintaining your own timetable and not overreacting to the pressures of time

Be committed—When people are committed to their topics, they rarely freeze up or are unable to speak. Commitment includes knowing what you are saying and why you are saying it as well as caring about the message. Your commitment should be obvious to those who are listening.
Be interesting—If you have a very limited time for your presentation, you will need to demonstrate your commitment and get people’s attention quickly. Clear delivery, well written material, and a high level of energy will make any presentation more interesting and persuasive. Your style can also make your presentation interesting. Be direct—use eye contact and a clear, crisp voice. Avoid long sentences and look up at the end of a sentence.

Working with the Media

Even if you have newsworthy stories, media groups do not always use the information you give them as you would like. Friction with the media, however, is usually not productive for UNHCR’s publicity purposes.

You can work effectively with the media by learning their ground rules and ensuring that they know UNHCR’s ground rules as well. Especially in emergencies when time is your most precious commodity, you must set the rules/norms by which you give time to journalists or other media representatives. It is also important to know the preferences of the journalists you are working with, and to cultivate relationships with journalists and television interviewers that you trust. Media ground rules may include:

- The best way to contact media people—in person or by phone, fax, or email
- How much notice they need and their deadlines for publication
- Requirements for press releases or photographs
- The procedure for correcting or addressing mistakes
- What they look for in a story or what their audience wants
- How to behave while on the ‘set,’ such as not smoking, etc.

UNHCR Ground Rules for the Media

UNHCR staff need to know who at UNHCR is in charge of handling relations with the media. Having one person responsible for contacting the media makes it easier to develop working relationships and credibility with journalists. At times, however, it will be appropriate for different staff to respond to the media, so the responsibility for certain queries and interviews may fall into the hands of several people. For example, the media may go the refugee site unannounced and expect a briefing from field officers regarding the current unfolding emergency. The Public Information (PI) or media officer can help to ensure that both UNHCR and media ground rules are understood and followed by staff.

Reporters and correspondents generally respect UNHCR’s ground rules for interviews. These ground rules should be clearly established in advance of an emergency. Some basic rules regarding attributing statements to UNHCR are:

- If the interview is intended for full attribution, the interviewee can be quoted by name verbatim or indirectly.
- If an interview is given to provide background information, what the interviewee says cannot be directly attributed to him/her.
- It is important to agree in advance with the media on the attribution, for example, ‘a UNHCR spokesperson,’ ‘UN sources,’ ‘a humanitarian worker,’ or ‘sources in the international community,’ among others.
- It may be necessary to declare what parts of an interview are for attribution. For example, facts may be quoted but political considerations and constraints may not.
- Recorded or live radio and TV interviews are by definition fully attributable.
How to Handle an Interview

The media usually has nothing to lose by interviewing you, but you or those you represent may lose if you do not handle the interview well. Some guidelines for avoiding problems and optimising results include:

1. **Know the media you are working with**, including their ground rules and their intentions or hidden agendas.

2. **Never go to a media interview unprepared—even in emergencies.** If possible, discuss the interview first with a Public Information or Press Officer. Practice with an associate. Utilise the appropriate facilitation and presentation tips mentioned above so that you will be in control during the interview. Try to prepare for all possible angles of the story.

3. **Adapt your replies to the type of media.** Newspaper interviews allow you time to explain, while radio and TV interviews require ‘headline’ or ‘quotable’ answers—short and to the point. (Remember, a ten-minute interview may end up being seconds on the air or a few lines in a newspaper.)

4. **Be honest, clear and direct.** Honesty is the best policy in regard to problems encountered in emergency operations.

5. **When in doubt, err on the side of discretion**, particularly if the questioner is not known to you. While most journalists understand the difficult conditions that UNHCR works in, some may pressure you for more information to get a story. Do not feel forced to say more than you want or are authorised to say. Say what you have to say and then stop. Generally, the tougher the question, the shorter your answer should be.

6. **The safest way to deal with the press is not to make ‘off the record’ statements.** Similarly, asking for a story to be suppressed is likely to backfire by creating more interest in it. If asked to reveal confidential information, rather than saying ‘no comment,’ a rational explanation of the nature of the information may be given. If facts are not known, offer to get back to the reporter with the information. Avoid answering speculative ‘what if’ questions by saying that you would rather not speculate. If a reporter uses negative, hypothetical or incorrect words in a question, do not validate them by repeating them in your answer.

7. **Be composed at all times, relax and be friendly if possible.** The more aggressive the interviewer or journalist, the more composed you should be.

8. **Be positive** and direct the interview into positive areas of the organisation’s operations. Do not criticise colleagues or other organisations or their performance in the emergency response.

9. **Publicise UNHCR** by wearing a UNHCR tee shirt or cap and/or placing a UNHCR logo in the background, either on a vehicle or a flag.

10. **Avoid the use of jargon** or phrases unfamiliar to the general public, wisecracks, jewellery or sunglasses, sitting in moveable chairs, smoking, and nervous gestures.
Guidelines for Television Appearances

**How you look**—Wear suitable conservative clothing in subdued colours. In the field, suits are not appropriate. Check your appearance before going in front of the camera.

**What you say**—Before you begin, discuss with the interviewer what line the discussion will take. Remember that the interviewer and the audience know less about your subject than you do. State the most important point(s) at the beginning and refer to it (them) in subsequent points. Keep answers short. Your answers are likely to be edited. Avoid saying ‘I think’ but rather use ‘we’ or UNHCR as the subject.

**What you do**—Make eye contact with the interviewer and not the camera. Do not let your eyes wander.

*What measures would you suggest to deal with the situations described below?*

In each situation, an emotional response is being generated by media actions. An aggressive reporter may have no ill intentions but it is his/her job to get a story—the media world is very competitive. Responding appropriately to these pressures will help you produce effective results from media contacts who will subsequently promote UNHCR’s objectives. Even if a reporter tries to provoke you to divulge more than you are authorised to, remember to stay composed at all times. Do not take it personally! For most people, this will require some practice.

The first step is to exert UNHCR ground rules with media representatives. It is important to remember, in all of the above situations that hostility is a no-win strategy with the media. Despite your own well-justified feelings of anger or irritation, under no conditions should you be hostile or condescending toward a reporter.

**Situation A**—You are returning from a refugee camp when you are surprised by a number of reporters in the airport hallway. They gather around you, push microphones and tape recorders toward you and shout questions. The situation soon becomes chaotic. You feel tired and irritated.

**Situation B**—You are prepared to answer tough questions about human rights violations in a refugee situation. You know much about this subject but have been authorised to give only limited information. During the interview a reporter asks a question in a very contentious manner, insinuating that actions taken by the assistance organisations are irresponsible. You begin to feel angry.
Managing External Relations

**Situation C**—You have answered a question exactly as you have practised it but one reporter demands more explanation. Others join in with more probing questions. You are now on uncertain ground and start drumming the podium out of nervousness.

**Situation A**—Try to take control of the situation by selecting one question to respond to while making eye contact with the reporter who asked the question and ignoring any cameras or microphones. Use a moderate tone of voice so that the others will be quiet in order to hear your response. If you are totally unprepared for the questions, it is best to say ‘I need to clarify some points before I answer your questions’ or ‘I will get back to you with the answer to that question later.’ If you find it difficult to be friendly or smile at a time like this, concentrate on listening to the questions and carefully composing your responses.

**Situation B**—You must counter the accusation, assumption or inaccurate remark, or it may be implied that you agree with it. Avoid using the words of the questioner, so as not to validate them. For example, if the question is, ‘Don’t you think that the agencies are acting irresponsibly by not confronting the violations?’ Your answer may be, ‘We are pursuing all possible means to uphold human rights.’

When faced with a contentious question, remember the main points of your message, rather than the issues being forced by the questioner. ‘Bridging’ sentences may be useful such as, ‘I understand your concern but the real issue is,’ ‘Let us not overlook,’ or ‘I’m sorry you feel that way but please consider this.’

**Situation C**—You are under no obligation to reveal more than you want to. Avoid any speculative answers. If statements such as, ‘I do not have information on your request at this time’ or ‘Let me repeat the information I do have’ do not work, move on to other questions. Stay calm, smile, avoid nervous mannerisms that might make you seem more vulnerable, and give short answers. If that does not work, end the interview.
Chapter 4

Summary

A key to effective relations between UNHCR and the media is knowing who is who in the national and international media as well as government information services.

Public perceptions of the international assistance community’s response are established in the early days of an emergency. When fundamental principles of protection are at risk, the media can also provide valuable assistance to refugees. UNHCR provides information to the media and actively promotes media coverage.

UNHCR staff must develop relationships with different types of media organisations. These range from national to international media services and may include newspaper, TV or documentary journalists. Developing a working relationship with the national information service in a country is also a critical component of media relations.

Positive relations with the media depend not only on improving media skills but also on developing a pro-active approach to diversifying media contacts. Priorities should be established to promote media contacts that contribute to major goals. Upholding both UNHCR and media ground rules and policies and procedures should be part of the strategy.

A well written news release can generate great interest and may even be used verbatim in media stories. All news releases for the press and broadcast media issued from Headquarters must be authorised and approved by the High Commissioner and the ‘Spokesperson.’ News releases issued in the field should be authorised and approved by the Representative.

A large part of communication occurs through non-verbal messages so it is necessary to work on these as well as the words you are speaking. Characteristics of a good conversationalist also apply to presentation skills. Four keys to success in communication are being prepared, being comfortable, being committed and being interesting.

Interviews with the media have to be handled properly to yield the best results. It is necessary to know the media you are dealing with, to prepare for the interview, to remain composed at all times, and to be honest, clear and direct. Video taping and feedback can help improve facilitation and problem solving skills.
Chapter 4
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. The media is a traditional ally of UNHCR, and UNHCR actively promotes media coverage.
2. Your commitment to your message should be carefully hidden from those listening to you.
3. Statements related to joint government-UNHCR actions should be cleared with the government before they are released.
4. Arguing with media staff is the best way to get them to respect UNHCR’s ground rules.
5. ‘Off the record’ statements should be used when you have developed a good working relationship with a reporter

Multiple choice. Mark ALL correct statements—more than one may apply.

6. To promote media relations, it is important to:
   A. Recognise current perceptions of UNHCR and refugee situations in the media.
   B. Develop social relationships with reporters
   C. Know how to present information to the media.
   D. Understand media agencies, their scope and procedures for coverage and extent of their influence.

7. Compared to newspaper interviews, statements for television and radio:
   A. Require quotable answers, short and to the point
   B. Should be made while staring directly into the camera
   C. Can include long, involved explanations which can be edited out
   D. Do not require any preparation

8. Reason (s) for cultivating relationships with national media are:
   A. They may give early indication of sensitive issues and government policies
   B. They report in local languages
   C. They can have a profound effect on local opinions
   D. All of the above
9. A major problem in presentation/communication tends to be:
   A Tendencies to talk and not take time to listen
   B Lack of preparation
   C Failure to make eye contact
   D All of the above

10. UNHCR can profit from media contacts except when:
    A Media interest contributes to support for UNHCR’s programmes
    B Information flows from media sources
    C Media promotes fundamental principles of protection
    D Procedures are impromptu and ad hoc
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<thead>
<tr>
<th>#</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>T</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>F</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>T</td>
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<tr>
<td>4</td>
<td>F</td>
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</tr>
<tr>
<td>5</td>
<td>F</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>A, C, D</td>
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<tr>
<td>7</td>
<td>A</td>
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<td>8</td>
<td>D</td>
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<tr>
<td>9</td>
<td>D</td>
<td></td>
</tr>
<tr>
<td>10</td>
<td>D</td>
<td></td>
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</tbody>
</table>
UNHCR’s ability to raise money is based on a general atmosphere of credibility involving: the cost-effectiveness of field operations, the perception of UNHCR as an institution (its role, mandate and management), as well as the international impact of the High Commissioner. With increasing demand and competition for resources, the funding of UNHCR’s operations and its relations with both private and public sector donors require an agency-wide team effort.

Donors are not only demanding more control of funds through earmarking and reporting requirements but they also want more visibility. While UNHCR visibility in the media has an important influence on donors, direct relations between UNHCR field offices and donor representatives are also very important. This chapter is designed to help you deal effectively with key actors and fundraising issues.

Overarching Goals for Media Relations:

♦ Protection of refugees/persons of concern
♦ Co-ordinated relief effort to maximise resources

Specific Goals for Funding and Donor Relations

To maintain constructive relationships with donors.

To seek active involvement of donors in missions and fundraising activities.

To make program needs, progress and problems clear to donors.

To demonstrate the practical use of donor funds.

Knowledge Base

Understanding needs, interests and requirements of donors.

Understanding political and economic issues.

Recognising key individuals and groups for relationship development to promote fund raising.

Technical knowledge of funding sources.
Activities and Methods to Build Donor Relations

- Developing a donor relations strategy including preparing briefings and involving donors in fundraising activities and in missions to see refugee sites.
- Promoting funding for approved budgets.
- Supplying Funding and Donor Relations Services (FDRS) with information from the field for preparing appeals and reports on the use of funds.

Relationships with Donors and Funding Agencies

UNHCR provides assistance to refugees through two types of programs—General and Special—both of which depend on voluntary contributions. UNHCR’s financial requirements for the General Programmes are submitted in November each year to a Pledging Conference by the UN Secretary General. This is an occasion where many Governments announce their basic core contribution to UNHCR. However, the conference tends to cover only 25-30% of the General Programme requirements for the following year. Appeals for Special Programmes are issued regularly throughout the year. Appeals for Special Programmes are issued regularly throughout the year. Whenever possible, UNHCR participates in Consolidated Inter-Agency Appeals.

Donors and Funding Agencies

While UNHCR receives some international assistance from private individuals and organisations, the majority is provided through donor governments. Some donor government resources may be provided multilaterally, or through the UN system, while others are channelled bilaterally, or directly from the donor to the recipient government. Almost all donor governments involved in international relief operations have embassy representatives in the countries where UNHCR is present and usually have specialists who focus on relief efforts. Discussions with donors in the field may occur through meetings with the UNHCR Representative and through visits by donor representatives to field sites. In addition, the Resident/Humanitarian Coordinator may arrange meetings between major donors and the UN agencies as a group. Donors may also form co-ordination bodies for their mutual benefit in an emergency. One such case was the Somalia Aid Co-ordination Body consisting of representatives from major donor countries and UN agencies that operated during and even after the emergency.

UNHCR FDRS Staff and Focal Points

Along with the PSFR and Public Information (PI) services, UNHCR is also involved with fundraising activities. UNHCR’s Funding and Donor Relations Services (FDRS) is a specialised department that offers a window through which donors can look at UNHCR, its mandates, policies and operations. FDRS uses its relationships with donors to promote UNHCR in general terms and to negotiate funding. FDRS in Geneva establishes strategies for funding on the basis of global and programme needs. Because of the requirements imposed by various donors and the sensitive nature of donor relations, it is important that the FDRS funding strategy and FDRS guidelines are honoured by UNHCR offices and operations in the field. FDRS relies on information from the field on protection and services and field-generated appeals—these have proved to be the most effective fundraising devices. Field staff should keep FDRS informed about the results of discussions with donors.

For all major operations, UNHCR assigns focal points among its field staff for action and follow-up on fundraising issues. Their task is not to negotiate contributions—with very few exceptions for
which there are special instructions—but to provide input and information required by FDRS in their negotiations with donors. FDRS should be consulted with regard to:

- Requests to donors for funding
- Advice on how to deal with a particular donor
- The latest information on funding for the operation
- FDRS follow-up with donors on potential contributions discussed in the field
- The production and distribution of appeals in co-ordination with the field
- The preparation of specific submissions to donor funding agencies in collaboration with the field
- Offers of in-kind contributions.

Providing Information for Funding and Donor Agencies

FDRS has set up guidelines on how UNHCR Representatives should approach donor embassies. FDRS routinely provides UNHCR offices in donor capitals with a comprehensive quarterly information package that includes an overall funding analysis on individual donors, including a description of any earmarked funds and any special reporting requirements.

Donors in operational countries have embassies that regularly report the contents of briefings back to their capitals. While reports may not go directly to funding decision makers, they can generate an overall positive atmosphere conducive to providing support for UNHCR. UNHCR staff in donor capitals normally have regular access to decision makers. Keep in mind that donors change their senior officers regularly and new staff must be informed of UNHCR’s broad range of activities.

In UNHCR, *funding can only be requested for approved programs and budgets*. FDRS at Headquarters issues an appeal to be presented to donors at briefings. If, during the emergency, the appeal becomes inappropriate, another appeal will be generated between the field and Headquarters before it is presented to donors. Since briefings take place in different locations by different sections of UNHCR, it is important that the information is synchronised to enhance credibility.

Guidelines for Communicating with Donors

**Oral Briefings**

1. As evidence of its co-ordination and leadership role, UNHCR should convene donor briefings when appropriate, inviting other UN agencies and NGOs to attend and participate. Other agencies can be invited to make short presentations particularly when the focus of the briefing is on assistance issues. Smaller, more discrete briefings may be required for major protection issues.

2. Briefings should be frank and open, informing donors of actions being taken and the protection issues and constraints under which UNHCR is operating.

3. Briefings should be appropriately discrete or confidential—defensiveness should be avoided.

4. Careful preparation is needed for donor briefings. Hold meetings with other participating agencies to orchestrate the basic issues to be covered and to agree on common information such as population figures.

5. If questions cannot be answered immediately during the briefing, make arrangements with the questioner to follow up later on an individual basis.

6. Be prepared to discuss funding for all aspects of the program with donors and include discussion of any regional dimensions that may exist in an emergency.
Written Briefings

1. The country program should be promoted through description of the entire range of activities of the office, not only protection and maintenance programs.

2. The ‘added value’ of channelling funds through UNHCR can be demonstrated by the description of international protection activities and the effective co-ordination of field activities by the Branch Offices, especially in emergencies.

3. Donors should understand the total picture of UNHCR activities; for example repatriation activities include needs and activities in the country of origin or resettlement. They should be aware that UNHCR has to finance care and maintenance of the refugee in preparation for his or her departure.

4. As with oral briefings, honesty and openness are the best policies regarding program needs and constraints. The constraints are usually known by donor representatives who can be helpful in communicating UNHCR’s position to their capitals.
UNHCR provides assistance to refugees through two types of programs—General and Special—both of which depend on voluntary contributions. UNHCR’s financial requirements for the General Programmes are submitted in November each year while appeals for Special Programmes are issued regularly throughout the year. Whenever possible, UNHCR participates in Consolidated Inter-Agency Appeals.

Almost all donor governments have embassy representatives in countries with refugee operations and they usually have specialists who focus on relief efforts. FDRS in Geneva establishes strategies for funding; activities in the field with donors need to be planned in relation to these strategies.

Discussions with donors in the field may occur through meetings with the UNHCR Representative and through visits by donor representatives to field sites. In addition, the Resident/Humanitarian Coordinator may arrange meetings between major donors and the UN agencies as a group. Donors may also form co-ordination bodies for their mutual benefit in an emergency.

In UNHCR, funding can only be requested for approved programs and budgets. FDRS at Headquarters issues an appeal to be presented to donors at briefings and if, during the emergency, the appeal becomes inappropriate, another appeal will be generated between the field and Headquarters before it is presented to donors. Since briefings take place in different locations by different sections of UNHCR, it is important that the information is synchronised to enhance credibility.
Chapter 5
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. The perceptions of government and diplomatic corps have little or no influence on fund raising. [T][F]
2. The ‘added value’ of channelling funds through UNHCR can be demonstrated through descriptions of protection and co-ordination activities. [T][F]
3. The field is able to alter an appeal if it becomes inappropriate during an emergency. [T][F]
4. The most effective fund raising appeals are generated in the field. [T][F]
5. The field can autonomously handle contributions in-kind. [T][F]

Multiple choice. Mark ALL correct statements—more than one may apply.

6. Donors
   [A] Usually allow free and unlimited use of funds.
   [B] Need to know about program progress and constraints to promote their support.
   [C] Can rely on media coverage of emergencies for their information.
   [D] Usually prefer to remain anonymous.

7. Briefings for donors and funding agencies must be co-ordinated worldwide mainly because:
   [A] Donors will check to see if the details vary in New York and Geneva
   [B] Information must be synchronised in line with FDRS’s strategy and the approved programs and budgets
   [C] Donors change their senior staff frequently
   [D] The appeals can be altered during the briefing

8. Preparations for donor briefings should include:
   [A] Co-ordination of information to be presented by UNHCR and partner agencies.
   [B] Enhancing ability to discuss program funding needs and any regional dimensions of an emergency
   [C] Figuring out how to side-step major protection issues.
   [D] A and B
9. Which of the following is true about General and Special programmes?

A. Requirements for General Programmes are submitted yearly while appeals for Special Programmes are issued throughout the year.

B. Only Special Programmes depend on voluntary contributions

C. Consolidated Inter-agency Appeals can help to fund Special Programmes.

D. A and C

10. The duties of staff who act as focal points for funding and donor relations usually include:

A. Follow-up on fundraising issues

B. Direct negotiations for contributions

C. Soliciting in-kind contributions

D. A and C

Exercise

Use this worksheet to ensure that members of your network receive information and materials they may need or request. Note whether your contacts received invitations to briefings, whether or not they attended, and any follow-up required.

<table>
<thead>
<tr>
<th>Name and contact information</th>
<th>Info/materials requested or offered; invitations</th>
<th>Materials requested (check, date, source)</th>
<th>Materials delivered (check, date, source)</th>
<th>Briefings attended; follow-up</th>
</tr>
</thead>
<tbody>
<tr>
<td>Example: Swiss Donor Representative, Swiss Embassy, Ruritania</td>
<td>UNHCR briefing package; other PI materials; invited to weekly briefing</td>
<td>Requested materials from PI and branch office, Mar ‘98</td>
<td>Delivered materials, April ‘98</td>
<td>Attended all briefings; invite to field trip; obtain FDRS profile</td>
</tr>
</tbody>
</table>
Chapter 5 Answers

1. F  
2. T  
3. F  
4. T  
5. F  
6. B  
7. B  
8. D  
9. D  
10. A
Developing Strategies for External Relations

By studying this chapter you will learn about:

- The major components of an external relations strategy
- Some useful tools for illustrating steps in planning and strategy building
- Some helpful guidelines for creating strategies for relations with governments and the UN System, and for UN Co-ordination at field level, with the media, and with funding and donor agencies

Components of a Strategy

This chapter suggests some ways to devise strategies for each category of external relationships. These approaches to strategy development may be adapted for use by the entire emergency operation as well as by individual staff members.

A strategy is the use of information, plans and methods in an approach designed to reach a goal or goals. An external relations strategy may contain, but is not limited to, the following components:

- Goals and objectives for the short- and long-term based on an analysis of the situation, and available resources and needs (that is, what exists and what is needed)
- A review of key players and their needs, concerns and capacities
- A description of the role of UNHCR staff (for use within UNHCR as well as externally), policies and procedures
- Actions required to achieve goals such as the use of interpersonal communications tools, techniques, meetings and briefings
- An identification of staff knowledge and training needs
- Suggested plans of action and timelines to build relationships and meet needs

Useful Tools for Strategy Building

When developing an external relations strategy, you should be aware of some general planning tools that are available to facilitate your process. We briefly describe four of these tools below. For a more detailed discussion of these tools, refer to the other modules in this series ‘Contingency Planning’ and ‘Planning an Emergency Response.’
Managing External Relations

Gap Identification Matrix

A gap identification matrix helps to clarify differences among needs and available resources. At the simplest level, a gap identification matrix is a grid with a range of resources along the top and a range of needs on the side. Needs that are met by available resources are indicated by an ‘X’ in the cell where the need and resource intersect. Blank spaces may indicate a gap that needs attention.

<table>
<thead>
<tr>
<th>Needs for promotional materials</th>
<th>PI Section–Headquarters</th>
<th>PI Officer–Field</th>
<th>FDRS</th>
<th>Other Staff</th>
</tr>
</thead>
<tbody>
<tr>
<td>UNHCR publications</td>
<td>X – General PI Requested monthly</td>
<td>X – Sends request to HQ</td>
<td>X – Sends monthly information</td>
<td>X – Requests as needed</td>
</tr>
<tr>
<td>UNHCR publications in local language</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>UNHCR videos</td>
<td></td>
<td>X – In stock</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Production and approval of news releases</td>
<td>X – Approval</td>
<td>X – Production</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Fact Sheets</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Briefing packages</td>
<td></td>
<td></td>
<td>X – Donor packages</td>
<td>X – General packages</td>
</tr>
</tbody>
</table>

Written Procedures

Development of written procedures is a necessary step in creating an external relations strategy. Procedures can be written as a step by step list, similar to a checklist, but in more detail. Procedures may contain checklists for different tasks within the procedure. Procedures may be presented as flowcharts and text descriptions. Despite the visual appeal of flowcharts, plain-text statements of procedures are normally more suitable for presenting simple procedures. Flow-charts are appropriate for presenting complex procedures to staff who have the training to understand and follow them.

Using Timelines

Timelines are essentially calendars of planned events. They can be used to match dates with ‘milestones,’ rather than specific tasks that should be achieved by a given date. This tool is appropriate in the early days of an emergency when exact dates may be uncertain. Timelines are excellent for providing a rapid overview of the planned activities but can also be used to show known events such as scheduled meetings.

Timelines may be constructed by:

- Working from estimates of when it would be desirable and feasible to carry out activities. This process may help the planning team decide what resources are needed to achieve the targeted times.
- Building up estimates of the total time required by estimating the time needed for each task. These may be initiated by field staff based on their experiences.
Quite often, both approaches may be used. An initial timeline is established by making
gross estimates and is later amended when estimates of the time needed to complete
each task are available. Timelines can be supplemented by inserting other information
needed for planning purposes.

**Emergency Co-ordination Meeting Schedule**

<table>
<thead>
<tr>
<th>Date</th>
<th>Day</th>
<th>Event or Milestone</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aug 1</td>
<td>One</td>
<td>General Briefing</td>
<td>Distribute sitrep—large meeting room</td>
</tr>
<tr>
<td>Aug 2</td>
<td>Two</td>
<td>Media Briefing</td>
<td>Distribute press release—auditorium</td>
</tr>
<tr>
<td>Aug 3</td>
<td>Three</td>
<td>Donor Briefing</td>
<td>Distribute briefing package—small meeting room</td>
</tr>
<tr>
<td>Aug 4</td>
<td>Four</td>
<td>General Briefing</td>
<td>Briefs by partner agencies</td>
</tr>
<tr>
<td>Aug 8</td>
<td>Eight</td>
<td>General Briefing—</td>
<td>Distribute weekly sitrep</td>
</tr>
<tr>
<td></td>
<td></td>
<td>venue established for</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>weekly briefing</td>
<td></td>
</tr>
<tr>
<td>Aug 10</td>
<td>Ten</td>
<td>Schedule established for</td>
<td>Update fact sheets and briefing</td>
</tr>
<tr>
<td></td>
<td></td>
<td>media and donor visits</td>
<td>packages for site visits</td>
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<tr>
<td></td>
<td></td>
<td>to refugee site</td>
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</tr>
</tbody>
</table>

**Gantt Charts**

Gantt charts show the planned time-scale for activities against an overall calendar.
The dates form the columns of the chart, while activities form the rows. Each activity is
represented by a bar. The length of the bar shows the planned duration of the activity,
and the bar for each activity starts at the point corresponding to the planned start date
as depicted below.

<table>
<thead>
<tr>
<th>Planned Activity</th>
<th>August</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1 2 3 4 5 6 7 8 9 10</td>
</tr>
<tr>
<td>Record contact information for agency, media and donor network</td>
<td></td>
</tr>
<tr>
<td>Meet with relevant agency, media and donor representatives</td>
<td></td>
</tr>
<tr>
<td>Assemble briefing materials</td>
<td></td>
</tr>
<tr>
<td>Prepare for media briefing</td>
<td></td>
</tr>
<tr>
<td>Prepare for donor briefing</td>
<td></td>
</tr>
<tr>
<td>Prepare for site visits</td>
<td></td>
</tr>
</tbody>
</table>
In addition to the tools described above, important reference materials related to developing external relations strategies are included at the end of each of the following sections. These materials should be accessible to all staff for use in building group and personal strategies and should be ‘on hand’ in all offices. Copies should be provided or staff should be informed of the location of the materials, for example, in a library or on the Internet.

**Strengthening Relationships with Partners**

In an emergency, the typical scenario might involve stress and chaos in the face of overwhelming needs, exacerbated by difficulties in communication and inadequate response capacities. In complex emergencies, the response may involve a wide range of actors, including military forces, and extensive resources, all requiring co-ordination to meet the needs of the affected population. To speed the process at the onset of an emergency, the mechanisms and relationships needed for co-ordination should be visualised and cultivated if possible prior to the emergency. The process can be enhanced through development of a strategy for external relations, as suggested below.

(1) **Establish goals and objectives for external relations** — Specific goals should be developed relevant to your situation based on or incorporating the following general goals:

- Promote constructive relations with institutions with related concerns.
- Resolve problems and keep in mind long-term objectives when achieving short-term goals.
- Provide sufficient advice and information to all government authorities, implementing partners and other UN agencies.
- Understand concerns and information needs of other groups and institutions.
- Encourage government responsibility for refugee issues.

Goals and objectives should also be based on removing or addressing barriers to co-operation, co-ordination and collaboration. Objectives and activities should be changed as barriers or obstacles are identified throughout the emergency operation. Cultivate and improve inter-agency relationships through the use of networking, facilitation, negotiation, presentation skills and observation of agreed codes of conduct, standards, and principles such as the PARinAC principles (with NGOs). Other guidelines of this type are the Code of Conduct, and the current work of the Sphere standards sponsored by the IFRC and others. Some barriers to inter-agency relationships, such as inefficient bureaucracies or frequent staff turnover, may also require capacity building efforts.

_During an emergency, how can you establish practical goals to address capacity building needs?_

Capacity building needs can be identified prior to and during the emergency and discussed with all relevant partners, including government, other UN agencies and NGOs. If such needs cannot be addressed quickly during the emergency, they should become part of a longer-term strategy for rehabilitation and recovery.
(2) **Identify key persons and agencies, noting their needs and capacities** — Establish firm lines of communication. In order to establish a productive working situation with agency staff, relationships need to be established or strengthened at the onset of the emergency, particularly in the field. All staff having an impact on refugee operations should be identified and become part of a regular communications network. These include:

**Government and Diplomatic Corps:**
- Key persons at the ministry or ministries handling refugee affairs in the field
- Key persons in the diplomatic corps of the country
- Local envoys
- Concerned ambassadors, such as the ambassador of the same country as the current EXCOM Chairman, the Dean of the Diplomatic Corps, and the ambassador of the country currently President of the European Union, and of other regional inter-governmental organisations such as the Organisation of African Unity. (Any of these may help to advise on participants for briefings.)

**Within the international response system:** Staff from other UN organisations, NGOs, the Secretary General’s Office, DPA, the Emergency Relief Coordinator and partner organisations.

**At field level:** The Resident Coordinator, the Humanitarian Coordinator the designated security official, the UNDP Representative (if different from the RC), other UN agency staff, and operational and implementing partner staff.

In addition to assembling a list of contacts, gather agency-specific information, including:
- The general roles and responsibilities of each organisation and the resources they have to meet emergency needs
- The size and capabilities of their staff
- The type and quantity of assistance they provide
- Geographical areas of operation, and equipment and facilities available
- Descriptions of the organisations’ projects
- Priority needs and gaps in assistance
- Issues relating to the situation or context such as security issues, policies, local conditions, etc.
- Other information that defines the parameters and contributions of each organisation.

This information can be used to develop a gap identification matrix.

(3) **Establish policies and procedures** for communications and meetings with external relations contacts, such as:
- The means you will use to build networks and share information
- The procedures for briefing government and diplomatic corps
- Schedules for technical meetings with the government, other UN agencies, NGOs and others, if UNHCR is the lead agency
- Procedures for relations with operational and implementing partner organisations
Managing External Relations

Establish means by which collaboration will be promoted in the following areas, and others as appropriate:

- Joint assessment of local capacities and needs
- Agreement on services and standards of assistance
- The Consolidated Appeal Process or other forms of joint resource mobilisation
- Negotiation related to access to emergency areas
- Capacity building for local institutions and organisations
- Joint training programs
- Joint strategic planning and programming for:
  - Preparedness and contingency planning
  - Sharing personnel
  - Sharing operations support resources

(4) **Identify staff knowledge and skills** that exist and those that need to be developed for improved external relations, such as:

- An up-to-date and in-depth knowledge and analysis of political and social issues
- An understanding of international protection laws, protection issues, and mandates of UNHCR
- An awareness of national priorities and needs
- An understanding of agencies’ goals, activities and relationships in the network
- An awareness of changes in the international response system
- An understanding of situations and needs in the field

(5) **Establish a timeline for accomplishing goals** including meetings, briefings and staff development in facilitation, negotiation, presentation and other required skills.

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**Recommended reading for development of an external relations strategy**

**UNHCR Publications**


**UNDP-DHA Disaster Management Training Programme Publications**


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**Developing a Pro-Active Media Relations Strategy**

A media relations strategy is necessary in order to get the best results from UNHCR’s relationships with the media. This strategy will only be effective, however, if you have something of value to say to the media. What is of substance will be dependent on the context in which you are working. Plainly, advocacy of refugee protection principles and basic human rights issues, will be important in almost all cases. Beyond that, contingency planning situations might require messages about the need for common ground and mutual preparedness for possible refugee influxes or displacements. Active emergency situations may require up to date assessment information and reporting on critical needs. As an active or potential emergency manager you must develop your strategy to meet current needs as well as those that might arise if an emergency operation is needed.
In formulating a strategy, consider the wider implications of media relations, particularly for the situation you are working in. While it is important to know how to handle a media interview and write press releases, these skills do not guarantee that you will have positive relations with the media. To increase the impact of your messages, be pro-active and nurture and diversify media contacts. It is also important to understand the advantages of various news mediums for the type of messages you want to get across and to join with other agencies when there are common interests. Finally, be aware of the impact that the media can have on public support for emergency operations in order to use the media to UNHCR’s advantage.

(1) **Establish goals and objectives for your publicity efforts.** These will dovetail with UNHCR’s overall goals, which include:
- Promoting and maintaining positive relations with the media
- Putting forward UNHCR’s views in a positive and persuasive manner
- Avoiding direct, public confrontation with government or other bodies.

When developing your media relations strategy, modify these general goals so that they relate more specifically to the nature of your operation, for example:
- Provide statistics on the emergency operation on a weekly basis
- Counteract misconceptions about the emergency operation as soon as possible

Establish priorities among your objectives so that it will not be necessary to consider inappropriate requests by the media. Be selective—do not overload the media with publicity materials that do not contribute to your major goals.

(2) **Identify your UNHCR media relations staff person(s) and the means by which other staff will relate their media needs to that person or persons.** Establish firm lines of communication.

(3) **Cultivate your media network**—Establish a network of broadcasters, news directors, journalists, publicists and public relations and press officers from other agencies who are working in your area. Create a list of their contact information, including some details about their scope of coverage, ground rules and names and formats of potential programs and publications. Share information with your colleagues about which media you prefer to deal with, how you will contact them, and which media to use for which situation. Consider co-ordinating common messages with other assistance agencies through their public relations officers or press officers.

(4) **Establish your operation’s policies and procedures**—Establish ground rules and communicate them to your media contacts. The rules regarding attribution are mentioned in Chapter 4. There may also be other rules that you must ask the media to respect.

   **Internal policies and procedures** must be followed both within the agency and with media sources, whether you are located in Headquarters or in the field. These include the following:

   **Policies on sensitive issues** — Intense press interest is likely to surround events that include sensitive issues. When interviews are likely to pursue these issues, it may be wise to avoid open interviews, particularly radio and TV exposure, and to read a short and simple statement, avoiding further comment. Sending the statement to PI at Headquarters is important when questions are likely to be raised in Geneva and New York.

   **Policies on corrections of factual errors** — When countering errors, it is important to consider the origin of the error and the position of the government. If the error is a clear factual error that has serious implications for UNHCR, it should be corrected. When the problem is one of interpretation, however, it may be advisable not to respond in order to avoid a public polemical debate.
Several possibilities exist for the correction of errors. Factual errors in a written piece may usually be corrected or omitted. Newspaper editors will usually print a factual correction and may allow UNHCR to comment on errors of interpretation of role and policy, possibly in a correspondence column. It may be more difficult to counter mistakes in radio or TV interviews; however, factual errors in radio news broadcasts can sometimes be corrected in future bulletins by telephoning the newsroom.

**Procedures for monitoring the local media by field offices**—Review and analyze the coverage of activities relevant to refugee operations for Headquarters. Translate press articles if necessary and pouch them to Headquarters when appropriate. Include a cover letter in all reports sent to Headquarters that briefs readers who are not familiar with the situation.

**Procedures for Field-Headquarters information sharing**—The PI Section in Geneva must have access to up-to-date information and news of special interest for UN press briefings in Geneva every Tuesday and Friday morning and for the press briefing in New York by the Spokesperson of the Secretary General each weekday at noon. PI spokespeople may also call special news conferences. Inform the PI Section in Geneva of possible negative reactions to media interviews. Likewise, PI must inform the field about media coverage, visits of correspondents and their interests as well as important international media reports, including those based on UNHCR field briefings, if they are not available in the field.

**Procedures for sharing information with governments**—Share any general statement or press release with the government department responsible for refugees. You may need to clear statements related to joint government-UNHCR actions with the government before they are released.

**Procedures for support of media representatives in the field**—During the emergency phase, visitors who contact Headquarters before going to the field should be notified that limited attention and logistical support can be devoted to them. Missions sponsored by UNHCR should be avoided unless they do not require field resources, and should be limited to those essential for fund-raising or public information.

If and when operational capacities permit, consider providing logistical assistance to media personnel in the field. Whenever possible, assist both international and national journalists with getting to the story.

(5) **Identify staff knowledge and skills that exist** and those that need to be developed for improved media relations, such as:

- Being aware of current perceptions of UNHCR and refugee situations in the media
- Knowing how to promote media coverage
- Knowing techniques for presenting information to the media
- Knowing the media agencies, their scope and procedures for coverage, and the extent of their influence.

**How might you determine the need for training in media skills?**

**What methods could you use to develop the needed skills and knowledge?**
Training needs can be determined through surveys in which staff identify their past experiences and their perceived needs. Needs can be ascertained through workshops on related subjects or through analysis of an actual performance in a simulated situation. Videotaping a performance is the most effective way to improve interview skills and allows the trainee to see his/her own need for improvement. Other methods may include self-study courses to learn the ground rules and techniques and watching experienced interviewers and interviewees on television.

(6) Establish a timeline for developing media contacts and training staff in media skills.

(7) Ensure visibility of UNHCR operations including proper identification of vehicles, buildings and relief materials. Staff should be immediately identifiable as UNHCR personnel. (Items with UNHCR logos are available from the UNHCR Catalogue of Emergency Response Resources.) A heightened profile serves at least three important purposes:

- Contributes to a better dialog with beneficiaries, local authorities and partners
- Is an important security measure for staff and may help to protect property
- Shows the world that UNHCR is present, active and delivering services to refugees

Recommended reading for development of a media relations strategy

UNHCR Publications

- Public Information, PI–1 Training Module, 1989.

UNDP-DHA Disaster Management Training Programme Publications


Funding and Donor Relations Strategies

In emergencies, UNHCR’s program needs, progress and problems must be communicated clearly and directly to donors and potential donors so they are able to make the large financial commitments necessary to support operations. In order to pursue the best possible approach, a donor relations strategy should be developed in the first days of an emergency and maintained for the duration. Use the guidelines below to develop your funding and donor relations strategy. Your strategy should address methods and content of communications with donors, plan for regular communications with FDRS, and include actions to promote funding for approved budgets.

(1) Establish goals and objectives for funding and donor relations. Build your strategy based on UNHCR’s overall goals:

- Maintaining constructive relationships with donors
- Seeking active involvement of donors in missions and fundraising activities
- Making program needs, progress and problems clear to donors
- Demonstrating practical uses of donor funds
(2) **Identify needs for relationship building** among members of the UNHCR funding network, including:
- Maintaining close relations with FDRS contacts at Headquarters for all aspects of fund raising
- Maintaining close relationships with the PI Section to co-ordinate production of or obtain information bulletins and other supporting publications
- Maintaining information flow networks with the Regional Bureau, Branch Offices, and the FDRS focal point in the field
- Maintaining and strengthening contacts with funding and donor agencies and representatives in New York, Geneva, and in the field.

(3) **Cultivate relations with donors and funding agencies.** Use the following promotion techniques to develop your relationships with donors.

- **Distribute information bulletins** — Develop promotional activities locally including dissemination of regular information bulletins. Share the feedback with the Regional Bureau, PI, and FDRS.
- **Support field visits** — Cultivate relationships with individual donors by supporting and promoting visits of Headquarters staff (including the High Commissioner) and donors to the field and field staff to donor capitals to give a wide exposure to UNHCR operations.
- **Plan donor meetings** — With FDRS, organise donor meetings at the operational level (such as the Horn of Africa, the Caucasus, and Myanmar-Bangladesh). Donor contacts may come from their capitals, Geneva or local agencies.
- **Use the FDRS comprehensive quarterly information package**, such as the funding overview when meeting with the government, NGOs, and the media. In addition, review the FDRS guidelines for UNHCR Representatives in their approaches to donor embassies.
- **Distribute UNHCR publications** such as reports, fact sheets and briefing packages.
- **Encourage coverage by the media** of donor meetings and visits to the field.
- **Stay informed** on UNHCR’s main operations and Executive Committee matters so that you can brief your contacts if necessary.

(4) **Establish policies and procedures** relevant to your operation and based on FDRS Guidelines for Fund Raising including:

- **Promotion of approved programs and budgets** — FDRS issues appeals for General Programmes, Special Programmes and regional needs, if applicable. Bring these appeals to the attention of donors at briefings. If appeals need to be altered, it will be necessary to review program objectives and obtain agreement between the field and Headquarters.
Approaches by donors concerning individual contributions — Donors should be encouraged to consider areas of programs that are most in need of funding and to make unearmarked contributions wherever possible to permit the greatest flexibility. All contributions must be co-ordinated through FDRS.

Contributions in-kind — The field should decide if these contributions are suitable and report the offer immediately to FDRS.

Establish procedures for reporting information regularly to FRDS including:
- Information for special appeals or special submissions and reports to donors
- Strategic information that may have been received from donor contacts
- General information such as donor policy statements
- Press clippings on foreign aid, humanitarian affairs and related issues

**Funding of Assistance through General and Special Programmes**

EXCOM

EXCOM approval required to seek funds, to incur obligations to the extent of income received and to make payments up to the amounts approved

General Programmes

Emergency Fund

To provide financial assistance in emergency situations

Programme Reserve

Contingency reserve for unanticipated needs (usually 10% of Annual Programme)

Voluntary Repatriation Fund (VRF)

To fund initial costs associated with voluntary repatriation movements pending a special appeal and receipt of contributions

Annual assistance programme for each country or area where ongoing UNHCR assistance is provided to refugees

Annual Programme

Trust Funds

Reserves

Special Accounts

Other assistance in new refugee situations arising between sessions of EXCOM

Specific activities as requested by the UN Secretary-General

Returnee programmes

Specific Trust Funds for Programmes such as the Junior Professional Officers programme

UNHCR ‘good offices’ type activities

Funded by special appeals which define the purpose, activities and required resources (EXCOM approval not required)

Special Programmes (all other programmes beyond the scope of General Programmes)

(5) **Identify staff knowledge and skills** that exist and those that need to be developed for improved donor relations, such as:

- Understanding needs, interests and requirements of donors
- Understanding political and economic issues
- Developing relationships with key individuals and groups to promote fund raising
- Developing technical knowledge of funding sources

(6) **Establish a timeline** for developing donor and funding agency contacts and staff development in facilitation, presentation and other relevant skills.

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**Recommended reading for developing a funding and donor relations strategy**

UNHCR Publications

*Donor Relations and UNHCR Representatives*, FDRS, September 1997.


Components of a strategy may include goals and objectives, review of key players, policies and procedures, activities required to achieve goals, identification of staff resources and needs, and time lines or plans of action. Tools useful to illustrate the strategy are gap identification matrices, flow charts, time lines and Gantt charts.

External relations should incorporate UNHCR’s overall external relations goals as well as strategies for removing barriers to co-operation, co-ordination and collaboration. Names and capacities of key persons and agencies must be identified. Procedures should aim to enhance communications particularly for areas requiring joint planning and co-ordination.

Positive relations with the media depend not only on improving media skills but also on developing a pro-active approach to diversifying media contacts. Priorities should be established to promote media contacts that contribute to major goals. Upholding both UNHCR and media ground rules and policies and procedures should be part of the strategy.

The strategy for funding and donor relations must establish methods for communication with donors and FDRS as well as actions to promote funding for approved budgets. Needs should be identified for relationship building with relevant staff in UNHCR and with donor representatives. Promotional techniques may include meetings, distribution of publication, field visits and media coverage. The strategy must incorporate established FDRS procedures.

Relevant UNHCR publications and others, such as those produced by UNDP, are important references for building and implementing the strategies. Staff training needs can be identified through surveys and group feedback.
Self-Assessment Questions

Check T or F to indicate whether a statement is True or False

1. Identification of staff knowledge and training needs is of marginal use in a strategy. **T**
2. The Gantt chart depicts mainly the starting dates of tasks. **T**
3. Agency goals are important to note only when they refer to possible joint areas of co-operation. **F**
4. Knowledge of media skills generally guarantees positive relations with the media. **F**
5. The field must notify FDRS after reviewing the suitability of in-kind contributions. **T**

Multiple choice. Mark ALL correct statements—more than one may apply.

6. Important components of a strategy are:
   - **A** Goals, key players and training needs
   - **B** Information, plans and methods
   - **C** Role of UNHCR staff, policies and procedures
   - **D** All of the above

7. Media relations strategies:
   - **A** Should seek ways to co-ordinate common messages with other assistance agencies
   - **B** Need to develop completely new ground rules for emergency operations in the field
   - **C** Should focus mainly on broadcast media
   - **D** A and C

8. Logistical support of media representatives in the field:
   - **A** Does not usually produce outputs proportional to the resources used
   - **B** Is possible when operational capacities permit
   - **C** Should be supported despite the costs
   - **D** Should be discouraged by Headquarters
9. Visits to support funding and donor relations:
   A. Are needed both for donors to the field and for field staff to capital cities
   B. Reward donors who stick to earmarked funding
   C. Are needed to give wide exposure to UNHCR operations
   D. A and C

10. Funding and donor relations strategies are facilitated by:
    A. The abundance of materials available from FDRS and PI
    B. Procedures established by FDRS for promoting funding
    C. Strategies and plans developed at the field level
    D. All of the above
Chapter 6 Answers

1. F  6. A
2. F  7. A
3. F  8. B
4. F  9. D
5. T  10. A, B
References

UNHCR Publications


‘General Aspects of Donor Relations and Mobilizing Resources—Briefing Module for UNHCR Staff,’ FDRS, January 1998.


Public Information, PI-1 Training Module, 1989.


‘UNHCR in the News—Media Relations Workshop for Senior UNHCR Staff,’ PI Section, 1998.

Working with the Military, training module, January, 1995

Other Publications

Ailes, Roger, You are the Message, Currency/Doubleday, 1989.


A Brief Overview of UNHCR

Who is Where in UNHCR?

The functioning of UNHCR depends on the flow of information, and directives between three locations. In each location, external relations are established with governments, within the UN system, with partner organisations, and with the media and donors. The external relations picture is not complete unless the perspectives from each location are considered. Relationships need to be kept functional and productive on a daily basis, in order to provide the political and financial support necessary to mobilise emergency operations.

In New York—UNHCR has a Liaison Office to the United Nations in New York (LONY) which is a member of the Senior Management Committee and advises the High Commissioner on major issues.

In Geneva—The four pillars of UNHCR are depicted in the organigram on the next page ‘UNHCR Headquarters Structure’. The Division of Communication and Information (DCI), encompasses Donor Relations and Resource Mobilisation Services, as well as the Media Relations and Public Affairs Services, among others. The Department of Operations includes five Regional Bureaus: Africa; Asia and Pacific; Europe; Americas and the Caribbean; and the CASWANAME Bureau—countries of Southwest Asia, North Africa and the Middle East). The other two pillars are the Department of International Protection and the Division of Resource Management. The Executive office includes the High Commissioner, Deputy High Commissioner, the Inspector General, the Special Envoy for the Former Yugoslavia, and the Director of LONY.

In the Field—Within each country of operation, the High Commissioner’s Representative is the official in charge. The activities in a country office parallel most activities carried out at Headquarters. Several categories of UNHCR offices may exist in the field depending on their particular functions. They may be named: regional, regional liaison, branch office, UNHCR mission, liaison, sub-office, field office or units, honorary representative’s office, or special envoy.

WHO is WHO in Relation to UNHCR?

UNHCR is fully responsible to the international community and refugees for all aspects of a refugee situation including early warning, contingency planning, protection, assistance, and achievement of durable solutions. This role encompasses refugees and other persons of concern including returnees and internally displaced persons.

Operational Partner—Governmental, inter-governmental and non-governmental organisations and UN agencies that work in partnership with UNHCR to protect and assist refugees, leading to the achievement of durable solutions.
Implementing Partner—Operational partner that signs an implementing agreement and receives funding from UNHCR.

UNHCR’s Executive Committee (EXCOM) was created by the General Assembly (GA) with details established by the Economic and Social Council (ECOSOC) in 1957 to advise the High Commissioner on her protection function, examine the financial and administrative aspects, and to approve the assistance programs at least annually. Membership in EXCOM has grown from 25 in 1959 to 53 in 1998.

Formal and informal EXCOM meetings provide an opportunity for contact between UNHCR staff and government delegations. The dialog at these meetings can promote more active support and awareness of refugee needs and enhanced response to the concerns of the international community. Formal EXCOM meetings are held yearly in October in Geneva, lasting about five days and are open to the public. The purpose of the meetings is to approve both current year programs and proposed programs for the following year. Both members and invited non-members or observers may attend. Non-members may speak but cannot vote. Decisions are reached by consensus. A report, including conclusions and decisions, is adopted by EXCOM and becomes an Addendum to the High Commissioner’s annual report to the GA.
Role of UN Agencies and Other Organisations in Emergencies

United Nations Bodies

The Office for the Co-ordination of Humanitarian Affairs (OCHA, formerly DHA) works to co-ordinate the collective efforts of the international community, particularly of the UN system, to reduce the human suffering and material damage caused by natural disasters and emergencies. OCHA addresses security, political and humanitarian concerns by advising the Secretary General, providing a framework for co-operative efforts, and addressing policy and diplomatic dimensions of disasters and emergencies. OCHA serves as a focal point for information and action in emergencies, including fielding inter-agency assessment missions, issuing consolidated appeals through the Consolidated Appeals Process (CAP), organising donor meetings and monitoring the status of donor contributions.

The following is on the World Wide Web at ‘Basic Facts About OCHA’ from OCHA-Online (http://www.reliefweb.int/ocha_ol/)

Basic Facts about OCHA

OCHA was established pursuant to the adoption of the Secretary-General’s programme for reform. In accordance with the provisions of General Assembly resolution 46/182, the Emergency Relief Coordinator’s functions are focused in three core areas: a) policy development and co-ordination functions in support of the Secretary-General, ensuring that all humanitarian issues, including those which fall between gaps in existing mandates of agencies such as protection and assistance for internally displaced persons, are addressed; (b) advocacy of humanitarian issues with political organs, notably the Security Council; and (c) co-ordination of humanitarian emergency response, by ensuring that an appropriate response mechanism is established, through Inter-Agency Standing Committee (IASC) consultations, on the ground.

OCHA discharges its co-ordination function primarily through the IASC, which is chaired by the Emergency Relief Coordinator (ERC), with the participation of all humanitarian partners, including the Red Cross Movement and NGOs. IASC ensures inter-agency decision-making in response to complex emergencies, including needs assessments, consolidated appeals, field co-ordination arrangements and the development of humanitarian policies.

Headquarters staff (New York and Geneva): 137 (50 regular budget posts; 87 extra budgetary) Core annual budget: $42.4 million (regular budget $18.4 million, extrabudgetary $24 million) OCHA field Staff: 51

Information

ReliefWeb (www.reliefweb.int): This Internet website, managed by OCHA, provides up-to-date information on complex emergencies and natural disasters collected from over 170 sources. Users from over 150 countries access an average of 200,000 documents each month.
Humanitarian Early Warning System (HEWS) identifies crises with humanitarian implications. Through multi-sectoral analysis of indicators, both long-term and short-term, evaluation of trends and in-depth field-based information, HEWS informs decision-makers at headquarters about the likelihood and extent of crises. An extensive database of base-line information for more than 100 countries supports this activity.

Integrated Regional Information Network (IRIN): Since 1995, IRIN (Nairobi) has analysed and synthesised information on developments in the Great Lakes Region. It issues daily reports as well as thematic studies for over 2,000 primary subscribers in more than 50 countries. IRIN (Abidjan) was set up in 1997 and began providing similar reports covering West Africa. It is envisaged that IRIN will expand its coverage in 1998 to include Southern Africa, Central Asia and the Caucasus Region as well as the Balkans.

Financial tracking: OCHA issues monthly reports on the response to appeals and natural disasters. This information is provided directly to humanitarian partners, including donors, and is available on ReliefWeb.

The Department of Political Affairs (DPA)

The mission of the Department of Political Affairs (DPA) is to provide advice and support on all political matters to the Secretary-General in the exercise of his global responsibilities under the Charter relating to the maintenance and restoration of peace and security. DPA accordingly:

♦ monitors, analyses and assesses political developments throughout the world;
♦ identifies potential or actual conflicts in whose control and resolution the United Nations could play a useful role;
♦ recommends to the Secretary-General appropriate actions in such cases and executes the approved policy;
♦ assists the Secretary-General in carrying out political activities decided by him and/or mandated by the General Assembly and the Security Council in the areas of preventive diplomacy, peace-making, peace-keeping and post-conflict peace-building;
♦ provides the Secretary-General with advice on requests for electoral assistance received from Member States and co-ordinated implementation of programmes established in response to such requests;
♦ provides the Secretary-General with briefing materials and supports him in the political aspects of his relations with Member States;
♦ provides substantive support and Secretariat services to the Security Council and its subsidiary organs, as well as to the Committee on the Exercise of the Inalienable Rights of the Palestinian People and the Special Committee on the Situation with regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and People.

The Department of Peace Keeping Operations (DPKO) is responsible for planning, preparing, conducting, and directing UN peacekeeping operations, based on Security Council decisions. The following information is on the World Wide Web at (http://www.un.org/Depts/dpko/faq.htm)

UN PEACEKEEPING: Some Questions and Answers

United Nations Peacekeepers, wearing distinctive UN blue helmets or berets, are dispatched by the Security Council to help implement peace agreements, monitor cease-fires, patrol demilitarised zones, create buffer zones between opposing forces, and put fighting on hold while negotiators seek peaceful solutions to disputes. But ultimately, the success of peacekeeping depends on the consent and co-operation of the opposing parties.
The UN does not have an army. For each peacekeeping mission, Member States voluntarily provide troops and equipment, for which they are compensated from a special peacekeeping budget. Police officers, election observers, human rights monitors and other civilians sometimes work alongside military personnel in peacekeeping operations. Lightly armed for self-defence—and often unarmed—peacekeepers’ strongest ‘weapon’ is their impartiality. They rely on persuasion and minimal use of force to defuse tensions and prevent fighting. It is dangerous business; over 1,580 UN military and civilian peacekeepers have died in the performance of their duties since 1948.

The UN Security Coordinator (UNSECOORD) is responsible for all matters relating to UN security which includes monitoring the presence of UN staff and convoys in insecure areas. Decisions taken by UNSECOORD for evacuation of UN agencies and staff are mandatory.

The Office of the UN High Commissioner for Human Rights (OHCHR)
The following can be found on the World Wide Web at: http://www.unhchr.ch/html/hchr.htm

The mission of the United Nations High Commissioner for Human Rights is to ensure the universal enjoyment of all human rights by giving practical effect to the will and resolve of the world community as expressed by the United Nations.

Mandate

Functions and Organisation
The Office of the United Nations High Commissioner for Human Rights:
(a) Promotes universal enjoyment of all human rights by giving practical effect to the will and resolve of the world community as expressed by the United Nations;
(b) Plays the leading role on human rights issues and emphasises the importance of human rights at the international and national levels
(c) Promotes international co-operation for human rights;
(d) Simulates and co-ordinates action for human rights throughout the United Nations system;
(e) Promotes universal ratification and implementation of international standards;
(f) Assists in the development of new norms;
(g) Supports human rights organs and treaty monitoring bodies;
(h) Responds to serious violations of human rights;
(i) Undertakes preventive human rights action;
(j) Promotes the establishment of national human rights infrastructures;
(k) Undertakes human rights field activities and operations;
(l) Provides education, information advisory services and technical assistance in the field of human rights.
UN Specialised Agencies

Food and Agriculture Organisation (FAO), headquartered in Rome, operates globally to collect and analyse information related to nutrition, agriculture, forestry and fisheries, provide technical advice in reducing vulnerability, and promote investment in agricultural and rural sectors. FAO operates the Global Information and Early Warning System (GIEWS) to help assess food production and shortfalls. FAO’s Office for Special Relief operations (TCOR/OSRO) was established to respond to requests for emergency assistance. In complex emergencies FAO works with OCHA and other assistance agencies in preparation of consolidated appeals. FAO also participates in the IASC activities. More information on FAO is on the World Wide Web at: (http://www.fao.org/UNFAO/WHATITIS.HTM)

UN Development Programme (UNDP), operating in 130 country offices, is the largest provider of grant funding for development and the main body for co-ordinating UN development assistance. In emergencies UNDP provides logistic, communications and other support for the activities of the UN Emergency Relief Coordinator, the international relief community and the UN Disaster Management Team. UNDP helps to establish systems for data collection on the nature and extent of human suffering as a basis for analysis and decision-making by national and international assistance agencies. UNHCR maintains close liaison with UNDP in emergencies to seek advice on the relationship of development programs to emergency operations. UNHCR and UNDP often work co-operatively in undertaking Quick Impact Projects to promote rehabilitation.

UN Children’s Fund (UNICEF) advocates for children based on the UN Convention on the Rights of the Child. UNICEF brings a developmental orientation to its emergency actions, focusing on global advocacy, assessments and care and essential services. UNICEF promotes protection of the child’s rights to humanitarian assistance and protection of the child from harm inflicted by others. Headquartered in New York, UNICEF maintains an emergency office in Geneva. UNICEF has a Rapid Response Team on stand-by for immediate deployment to crisis locations and maintains stockpiles of communication, transportation and warehousing equipment. The following description is on the World Wide Web at (http://www.unicef.org/mission.htm)

The Mission of UNICEF

UNICEF is mandated by the United Nations General Assembly to advocate for the protection of children’s rights, to help meet their basic needs and to expand their opportunities to reach their full potential.

UNICEF is guided by the Convention on the Rights of the Child and strives to establish children’s rights as enduring ethical principles and international standards of behaviour towards children.

UNICEF insists that the survival, protection and development of children are universal development imperatives that are integral to human progress.

UNICEF mobilizes political will and material resources to help countries, particularly developing countries, ensure a ‘first call for children’ and to build their capacity to form appropriate policies and deliver services for children and their families.

UNICEF is committed to ensuring special protection for the most disadvantaged children, victims of war, disasters, extreme poverty, all forms of violence and exploitation and those with disabilities.
UNICEF responds in emergencies to protect the rights of children. In co-ordination with United Nations partners and humanitarian agencies, UNICEF makes its unique faculties for rapid response available to its partners to relieve the suffering of children and those who provide their care.

UNICEF is non-partisan and its co-operation is free of discrimination. In everything it does, the most disadvantaged children and the countries in greatest need have priority.

UNICEF aims, through its country programmes, to promote the equal rights of women and girls and to support their full participation in the political, social, and economic development of their communities.

UNICEF works with all its partners towards the attainment of the sustainable human development goals adopted by the world community and the realization of the vision of peace and social progress enshrined in the Charter of the United Nations.

World Food Programme (WFP), headquartered in Rome, plays the central role in co-ordinating and delivering food assistance in emergencies. At the start of the emergency, WFP establishes information systems to collect, analyse and disseminate food aid data to keep all involved agencies informed. WFP delivers food at extended delivery points, as close as possible to the final destination, where distribution is carried out by collaborating agencies including UNHCR and NGOs. (WFP and UNHCR have a memorandum of understanding regarding provision of food aid as a function of the size of the emergency population.) Protracted refugee or displaced person operations (PROs/PDPOs) are established in cases where food aid continues to be required one year after an emergency erupts.

The following is on the World Wide Web at (http://www.wfp.org/info/POLICY/Mission.html)

WFP Mission Statement

WFP is the food aid arm of the United Nations system. Food aid is one of many instruments that can help to promote food security, which is defined as access of all people at all times to the food needed for an active and healthy life. The policies governing the use of World Food Programme food aid must be oriented towards the objective of eradicating hunger and poverty. The ultimate objective of food aid should be the elimination of the need for food aid.

Targeted interventions are needed to help improve the lives of the poorest people—people who, either permanently or during crisis periods, are unable to produce enough food or do not have the resources to otherwise obtain the food that they and their households require for active and healthy lives. (Note: the full mission statement continues in more detail from this point.)

World Health Organisation (WHO) is the lead agency within the UN system for health-related aspects of emergencies and advises other partners on co-ordination in this field. The WHO division of Emergency and Humanitarian Action (EHA) is responsible for health co-ordination in emergencies and seeks to strengthen national capacities of Member States to reduce the effects of disasters. WHO provides expert advice on epidemiological surveillance, control of communicable diseases, public health information and health emergency training. WHO maintains a global reserve to serve priority medical needs and has an extensive roster of medical experts and collaborating institutions.

The following is on the World Wide Web at (http://www.who.int/aboutwho/en/mission.htm)

WHO Mission Statement

The objective of WHO is the attainment by all peoples of the highest possible level of health. Health, as defined in the WHO Constitution, is a state of complete physical, mental
and social well-being and not merely the absence of disease or infirmity. In support of its main objective, the Organisation has a wide range of functions, including the following:

To act as the directing and co-ordinating authority on international health work;
To promote technical co-operation
To assist Governments, upon request, in strengthening health services;
To furnish appropriate technical assistance and, in emergencies, necessary aid, upon the request or acceptance of Governments;
To stimulate and advance work on the prevention and control of epidemic, endemic and other diseases;
To promote in co-operation with other specialised agencies where necessary, the improvement of nutrition, housing, sanitation, recreation, economic or working conditions and other aspects of environmental hygiene;
To promote and co-ordinate biomedical and health services research;
To promote improved standards of teaching and training in the health, medical and related professions;
To establish and stimulate the establishment of international standards for biological, pharmaceutical and similar products, and to standardize diagnostic procedures;
To foster activities in the field of mental health, especially those activities affecting the harmony of human relations.

WHO also proposes conventions, agreements, regulations and makes recommendations about international nomenclature of diseases, causes of death and public health practices. It develops, establishes and promotes international standards concerning foods and biological, pharmaceutical and similar substances.

**International and Inter-governmental Organisations**

The **International Committee of the Red Cross** (ICRC) acts as a neutral intermediary and aims to protect and assist victims of armed conflict and internal violence by reminding parties of their obligations under international humanitarian law. ICRC activities include provision of food and non-food relief items, health services, water and sanitation programs, restoration of family links, and visits to prisoners. UNHCR may work with ICRC to trace missing family members.

The following information is on the World Wide Web at (http://www.icrc.org/eng/icrc)

**The Mission of the International Committee of the Red Cross (ICRC)**

The ICRC acts to help all victims of war and internal violence, attempting to ensure implementation of humanitarian rules restricting armed violence

The ICRC’s mission arises from the basic human desire, common to all civilizations, to lay down rules governing the use of force in war and to safeguard the dignity of the weak.

The ICRC has received a mandate from the international community to help victims of war and internal violence and to promote compliance with international humanitarian law.

The ICRC’s activities are aimed at protecting and assisting the victims of armed conflict and internal violence so as to preserve their physical integrity and their dignity and to enable them to regain their autonomy as quickly as possible.

The ICRC is independent of all governments and international organisations. Its work is prompted by the desire to promote humane conduct and is guided by empathy for the victims. The ICRC is impartial; its only criterion for action is the victims’ needs. The ICRC is neutral and remains detached from all political issues related to conflict.
The International Federation of the Red Cross (IFRC) works with National Red Cross and Red Crescent Societies to co-ordinate emergency response and development activities. The IFRC works closely with agencies in the UN system and others to provide emergency assistance while maintaining its operational, financial and political independence. Emergency activities are centred in a Disaster Response and Operations Co-ordination Division in the Secretariat in Geneva. IFRC maintains a system of Emergency Response Units that are structured combinations of equipment, trained personnel and management structures. The IFRC has taken the lead in developing and promoting a voluntary Code of Conduct among NGOs. The Code of Conduct can be found on the World Wide Web at (http://www.ifrc.org/pubs/code/#code) the following are the principal points of the code:

**Principles of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Response Programmes**

1. The humanitarian imperative comes first.
2. Aid is given regardless of the race, creed or nationality of the recipients and without adverse distinction of any kind. Aid priorities are calculated on the basis of need alone.
3. Aid will not be used to further a particular political or religious standpoint.
4. We shall endeavor not to act as instruments of government foreign policy.
5. We shall respect culture and custom.
6. We shall attempt to build disaster response on local capacities.
7. Ways shall be found to involve programme beneficiaries in the management of relief aid.
8. Relief aid must strive to reduce future vulnerabilities to disaster as well as meeting basic needs.
9. We hold ourselves accountable to both those we seek to assist and those from whom we accept resources.
10. In our information, publicity and advertising activities, we shall recognise disaster victims as dignified humans, not hopeless objects.

The International Organisation for Migration (IOM) is an inter-governmental body that was created to ensure humane and orderly migration of persons in need of migration assistance. In emergencies, IOM covers a range of activities such as arranging transport, evacuations and returns and providing health care and temporary shelter. IOM may work with UNHCR in the repatriation of refugees. The following information is on the World Wide Web at (http://www.iom.int/iom/Mandate_and_Structure/entry.htm).

**Humanitarian Migration**

Humanitarian migration programmes provide migration assistance to persons fleeing conflict situations, to refugees being resettled in third countries or repatriated, to stranded individuals and unsuccessful asylum seekers returning home, to internally and externally displaced persons, to other persons compelled to leave their homelands, to individuals seeking to reunite with other members of their families and to migrants involved in regular migration. IOM provides these individuals with secure, reliable, cost-effective services including: counseling, document processing, medical examination, transportation, language training and cultural orientation and integration assistance. Such services may be provided singly or in combination depending on the activity, programme, or needs of the individual.
Humanitarian migration activities also include the provision of emergency assistance to persons affected by conflict and post-conflict situations. IOM has participated in virtually every emergency involving large scale movement of people since it was founded in 1951. IOM offers its services to vulnerable populations in need of evacuation, resettlement or return. While such services are often urgent and vital in the initial phases of an emergency, they may become even more relevant during the critical transition from emergency humanitarian relief, through a period of rehabilitation, to longer-term reconstruction and development efforts. In recent years, the international community has also come to look to IOM increasingly to assist in the return home and reintegration of demobilized soldiers or police officials.
A set of principles or 'Best Practices' for building effective partnerships has been identified as a result of the PARinAC (Partnership in Action) process for UNHCR and its implementing partners, and is based on past experiences and lessons learned. While some are more applicable to working partner arrangements in emergency operations, many or all may apply to relationships with governments, the media and donor agencies. The principles are:

1. **Striving to understand each other’s point of view.** Conflicts may be avoided or resolved if both parties understand the other’s position.

2. **Learning from each other.** All parties have expertise; opportunities should be created to share it.

3. **Committing jointly to excellence and improvement.** This commitment will foster attitudes of striving for excellence and encourage open discussion of problems and weaknesses in implementation.

4. **Committing to transparency and information sharing.** This commitment will facilitate decision-making and help prevent misunderstanding and frustration.

5. **Looking for synergy.** All parties should cooperate creatively to optimize resources.

6. **Promoting a win-win situation.** Parties should seek ways of working to benefit all.

7. **Communicating in all directions.** Information should flow up, down and sideways.

8. **Planning and solving operational problems together.** This practice helps to build teams whose members will support each other in times of difficulty.

9. **Facilitating continuous prioritization.** Issues and concerns should be assessed in terms of their urgency to allow timely action to be taken.

10. **Respecting each other’s expertise.** Overall implementation capacity will be strengthened by wisely combining and using each agency’s expertise.

*continued*
11. **Defining roles, standards and limits and agreeing to respect them.** Consistency in meeting standards or limits will lead to high quality results.

12. **Identifying policy gaps, setting policy and sharing policy with all concerned parties.** Timely decisions that are properly communicated ensure that protection and assistance activities have the desired impact.

13. **Committing to training from the earliest stage of an emergency operation.** Formal and informal training can help to meet requirements for knowledge and skills for those involved in emergency operations.
COURSE EVALUATION

COURSE: EP-04
Managing External Relations – UNHCR

Date you finished the course: _________________________________________________

What is your present position? ______________________________________________

How many years have you spent in disaster-related work? _______________________

How many years of formal education do you have?

☐ 0 to 6 years  ☐ 7 to 12 years  ☐ 12 to 16 years  ☐ more than 16 years

How was the content level of this course?

☐ too difficult  ☐ about right  ☐ too easy

Was the course material relevant to your work?

☐ yes  ☐ no

How useful were the self-assessment tests to you?

☐ very useful  ☐ OK  ☐ not useful

How valuable was the total course?

☐ very valuable  ☐ of some value  ☐ not valuable

Additional comments: ________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________
____________________________________________________________________________

Please return this form by mail, fax, or e-mail to:
University of Wisconsin–Disaster Management Center
432 Lake Street
Madison, Wisconsin 53706, USA
Fax: 1-608-263-3160      E-mail: dmc@engr.wisc.edu
Examination Request Form

This exam must be proctored (supervised) just as it would be for a course taken on campus. Generally, proctors do not charge for this service. In all cases the academic department offering the course must approve the choice of proctor. Qualified proctors include university or college registrars, deans or counselors or professors; high school principals or counselors; directors of educational services at universities, other educational organizations, correctional institutions or the armed services; certified librarians in a supervisory position; or the delegated officials at university testing centers. Students residing outside of the United States may also request, as their proctor, a local director of educational services or an officer of the United States embassy or consulate. Please copy this form as needed.

Date Submitted
___________________________________________________________________________

Course Title
___________________________________________________________________________

Student Information:

Name
___________________________________________________________________________

Mailing Address
___________________________________________________________________________
___________________________________________________________________________

Proctor Information:

Name
___________________________________________________________________________

Title
___________________________________________________________________________

Organization
___________________________________________________________________________

Complete Mailing Address (Please provide street address, in case courier service is used.)
___________________________________________________________________________
___________________________________________________________________________

Phone Number OR
___________________________________________________________________________

Email Address
___________________________________________________________________________

Please return this form by mail or fax, or send the information via e-mail to:
University of Wisconsin–Disaster Management Center
432 Lake Street
Madison, Wisconsin 53706, USA
Fax: 1-608-263-3160 E-mail: dmc@engr.wisc.edu