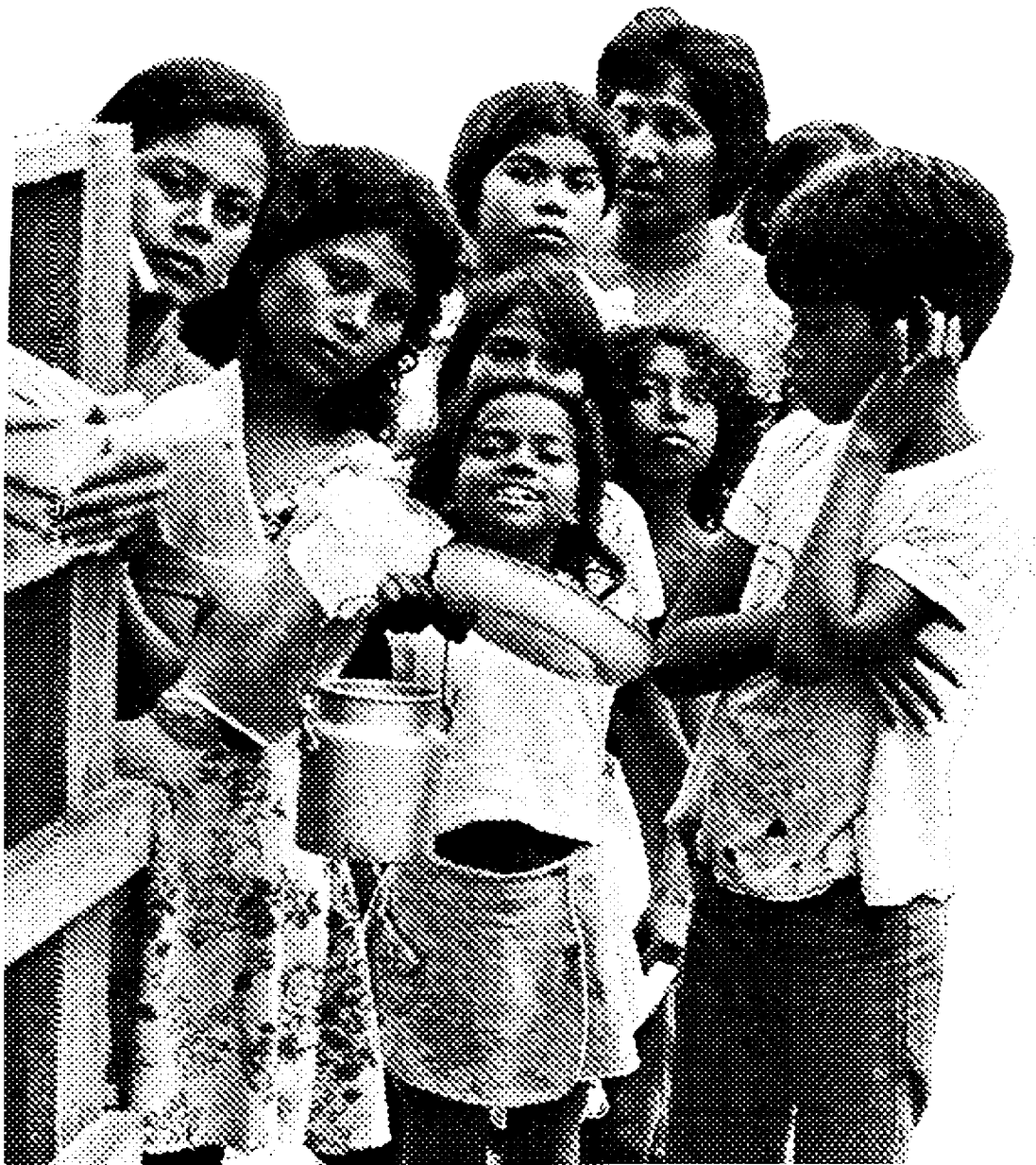


# 6

## Field-level management

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## **Field-level management**

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## Field-level management

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### 6.1 Introduction

1. This chapter discusses the management of assistance in a refugee emergency within the country of asylum: that is, the mechanisms and organization required to combine the many different actions, persons and priorities into a coherent overall approach that meets the refugees' needs. Successful management requires leadership; subject to the role of the government, leadership may be the most important single contribution of UNHCR. Leadership requires that once decisions are reached, they are properly implemented. Such discipline is the more essential in emergencies, when there is often not time to explain the considerations involved. As far as possible, those directly concerned should contribute to decisions that affect them, but final responsibility of course rests with the Representative.

2. The nature of a refugee emergency makes its management a complex and frequently difficult exercise in which practical and political problems must be resolved quickly and effectively. Much will depend on the role of the government and the implementing arrangements. Management of a refugee emergency is likely to have two levels: that of the capital and that of the location of the refugees, the site level, which will involve the provincial or district authorities of the government's administration. While the principles suggested here are likely to be generally valid, action must be adapted to the imperatives of the situation.

3. The initial stages in the management process may be considered to comprise: the needs assessment, which determines what must be done; the planning, which determines priorities within a framework for action; the allocation of responsibilities for action, who does what by when; and ensuring the means for action, including co-ordinating mechanisms, personnel and material: how what is necessary is achieved.

4. From the start, the management of a refugee emergency must include continuous monitoring, reporting and evaluation in order to ensure that plans are adjusted and that the action remains appropriate as circumstances change.

### 6.2 Needs assessment and planning

1. Assessment has been discussed in Chapter 4; it is the prerequisite to any response. To the extent possible, the assessment must involve those who are to be responsible for the response, including, of course, the refugees. Needs can only be assessed against a knowledge of what is required. The determination of the standards to which assistance should be delivered is, therefore, of fundamental importance. This must take full account of social and cultural factors, including the background of the refugees and the conditions of nationals in the country of asylum; the response must be appropriate. Experience suggests that failure to set appropriate standards from the start is a common cause of management problems in emergencies.

#### Plans of action

2. Response to the needs must be planned. The best management tool for this is a simple plan of action for each administrative level. At the start of an emergency there is a tendency to postpone planning, both because information is not available and because there are obvious urgent needs, which can be met piecemeal without a plan. This tendency should be resisted: the more critical the situation, the more important it is for the Representative to find the time to take stock, determine priorities and develop a plan for what is to be done, when, why, by whom and how.

3. An indication of points that might be considered in drawing up the overall field plan of action is given in chapter 3. The overall plan should include a plan for each refugee site, drawn up by the organization with overall operational responsibility at the site level. The plans at the two levels are interdependent.

4. The most effective plans of action are those developed by or with the people who will implement them. Drawing up the plans should be a team effort to the extent possible; clear direction must, however, come from the government and/or UNHCR. The plans must be comprehensive, covering all needs whether these are being or will be met through UNHCR or by other organizations and sources of funds.

5. In drawing up the plan, take account of the views of the refugees. They are the single most important resource in meeting their own needs, and will have definite ideas on how this may be done best. The plan must strengthen the refugees' own resources and self-sufficiency and avoid creating dependency through the well-intentioned provision of outside assistance that is either inappropriate or unnecessary. The plan should also reflect the aim of a durable solution.

6. An important complement to the plan will be a document setting out the assumptions, concepts and principles behind the emergency operation. Such a document might include an explanation of the role and responsibilities of the government, UNHCR, other UN organizations, and the operational partners, together with the standards in the various sectors and any specific guidelines necessary. Details of the co-ordinating mechanisms should be given.

7. The plans of action must be available to all who need them.

#### 6.3 Allocation of responsibilities and personnel management

1. The roles and tasks of all involved must be clearly stated. Delay in the definition of responsibility usually leads to each party defining goals independently and setting their own limits of responsibility. This in turn can lead quickly to confusion, gaps and duplication. Responsibilities should be defined for each administrative level, and for both organizations and individuals. Only if individual responsibility is defined can responsibility for action be delegated to the lowest possible level: properly

delegated responsibility is the key to good management in emergencies as elsewhere. With responsibility must go the necessary authority. Responsibility without authority is useless.

2. Implementing arrangements and personnel needs have been discussed in chapter 5. Organizational responsibilities for UNHCR's operational partners will be defined in the contractual arrangements governing the co-operation. The responsibilities of organizations delivering assistance but who are not operational partners of UNHCR must also be defined. This may create problems, particularly where individual NGOs wish to have responsibility for a specific sector. Final authority rests with the government, and the Representative should consult closely with the authorities. To the extent possible, however, any conflicts of interest should be resolved within the framework of an NGO co-ordinating mechanism, such as that described in the next section.

3. Defined responsibilities of organizations must reflect fully those allocated in the plans of action.

4. Job descriptions are the most common management tool for defining individual responsibilities. Job descriptions are important for regular UNHCR staff, and even more so for temporary staff and people working as volunteers. While job descriptions for people working in an emergency may frequently need to be revised as the situation changes, the drafting of job descriptions by supervisors will be one of the most simple and effective ways to ensure efficiency and avoid confusion.

#### Personnel

5. There should be no delay in committing the necessary personnel to emergency situations. The organizational needs of an emergency cannot, however, be met by the simple addition of personnel; the plan of action and definition of responsibilities must determine personnel needs, not vice versa. Staffing must be flexible and numbers are likely to vary over time.

Locally-hired staff could be particularly valuable.

6. Local volunteers - both nationals and members of the diplomatic and expatriate communities - may come forward to help in face of evident needs. The value of outside volunteers will vary considerably with the situation, the skills of the volunteers, the time they can devote and the availability of the management personnel needed to co-ordinate and support them. Lack of proper supervisory support often leads to the volunteer taxing already over-extended staff, with the result that the services rendered become ineffective while the volunteer becomes disillusioned.

#### Personnel management

7. Sound personnel management, supervision and leadership are very important to the success of an emergency operation, but can easily be over-looked. Administrative aspects of UNHCR personnel management are discussed in chapter 8. The initial motivation of those involved is a major asset but, particularly for persons at levels that do not allow an overview of the operation, this can be replaced by disappointment and frustration if supervisors are too busy to plan, organize, direct, control and continue to motivate their staff.

8. Staff meetings should be convened regularly from the start, and everyone made to feel part of the team. The welfare of that team will have an important bearing on the success of the emergency operation. Very long hours will often be necessary, but supervisors must ensure that staff have time off and do not get so overtired that their efficiency and the professionalism of their approach suffer.

9. All field staff have a particular responsibility to safeguard their own health, for example, through the regular taking of the correct anti-malaria drug, ensuring vaccinations are up to date and avoiding obvious health hazards like unsafe water. The need to hospitalize or evacuate key international staff can cause a major disruption in an emergency operation.

10. In an emergency there may be many times when staff see clearly that by devoting time to helping individual refugees or families in distress they could alleviate suffering directly. Such an engagement is very understandable, but it may lead to a personal emotional involvement at the expense of the staff member's wider responsibilities towards the refugees as a whole, and to resentment among other refugees. Some staff may have direct responsibility for individual care, though this is often assumed best by the refugee community, but whatever the level, compassion must be tempered by a professional approach. Guidance by supervisors is often needed on this point.

#### 6.4 Organization and co-ordination

##### General

1. Effective co-ordination is the result of sound management. Co-ordination mechanisms set up without the establishment of clear objectives and assignment of responsibility and authority will be ineffective and substitute words for action. If co-ordination is not based on a good information exchange, particularly with the site level, it may even be counter-productive.

2. A framework within which the implementation of the programme can be co-ordinated and management decisions taken is essential, both for the overall response and within UNHCR. Co-ordination at central and site levels will involve frequent informal contacts between UNHCR, the government, other UN organizations directly involved, the operational partner(s) and other parties concerned. These contacts should be complemented by more formal regular meetings where the overall progress is reviewed and plans adjusted. Arrangements for the general briefing of the diplomatic corps and the UN system are discussed in chapter 9, External Relations.

3. Whatever the implementing arrangements, experience suggests that there are major advantages in the establishment by the government of a

single co-ordinating authority (task force, commission, operations centre etc.) on which all the ministries and departments involved are represented. This authority should also be represented at the site level. In countries already granting asylum to other refugees, such a focal point is likely to exist, and may simply need strengthening.

#### NGO co-ordination

4. Effective co-ordination with and among the NGOs will be essential to the success of the emergency operation. Much will depend on the position of the government, which may wish to control and co-ordinate NGO activity itself. Where a NGO is an operational partner of UNHCR, co-ordination should already be assured, but many NGOs may be operating their own programme for the refugees with their own funds. Some will have been active before the UNHCR programme started and many more may arrive in a major refugee emergency.

5. Subject to the policy of the government, where a NGO co-ordinating structure does not already exist it is strongly recommended that UNHCR takes the lead in encouraging the NGOs to set up their own co-ordinating committee and mechanisms. The role of the government on such a committee will depend on the situation; at the least, a representative of the government's own co-ordinating authority should attend as an observer. UNHCR's status would be that of an observer, but an active one, as the meeting of the committee will provide an important opportunity to brief all NGOs on progress, future plans and problem areas, to request specific assistance and to answer the questions on UNHCR's aims and policies that the NGOs may have little other chance of asking.

6. In a large-scale refugee emergency, the NGO co-ordinating committee should also be encouraged to create technical sub-committees, for example for health and nutrition. The committee, and particularly such sub-committees, could play an important part in the development of the specific standards for the delivery of assistance.

7. Some experience has been gained in the working of NGO co-ordinating committees in refugee emergencies. Annex 1, "Elements of a co-ordinating body", might be helpful to NGOs considering the establishment of a committee.

8. A NGO co-ordinating committee can also be of considerable value when new agencies arrive, both in integrating their assistance in the overall programme and with the practical administrative and general briefing arrangements. If there is no such committee, agencies new to the country are likely to turn to UNHCR for initial administrative support, hotel reservations, transport etc. This is understandable, but can quickly become a major preoccupation for UNHCR field staff at the expense of their own work.

#### Within UNHCR

9. Within UNHCR itself, regular and frequent meetings of key personnel will be essential, both centrally and at site level. In a critical situation, an early morning daily planning meeting and another in the evening for reporting will often be useful. Summary minutes and/or decision sheets are an important management tool in emergencies, otherwise under the pressure of events what was decided, and who was to take what action when, may be forgotten.

#### 6.5 Management at the site level

1. The framework for the organization and co-ordinating mechanisms at the site level is likely to reflect broadly that established centrally, but it will be more affected by the implementing arrangements.

2. Clear understanding of the aims and objectives of the emergency programme and proper co-ordination are even more important at the site level than centrally, for it is here that failures and misunderstandings will directly affect the refugees. Of particular importance will be the adoption of common standards when a number of organizations are providing similar assistance. Regular meetings between those concerned are essential:

an overall co-ordinating mechanism chaired by the operational partner may be complemented by specific committees.

3. A rapid changeover of outside personnel can create major problems for site-level management. Six months is a suggested minimum length of service for expatriate staff. Some of the problems can be overcome by the overall operational partner at the site having a standard orientation and briefing procedure to ensure continuity of action and policy despite personnel changes.

4. Certain programme activities are interdependent or have a common component and will need particularly close co-ordination. Examples are environmental sanitation measures and the health services, and the home visiting component of health care, feeding programmes and social services.

5. There is one fundamental difference between management at the two levels: at the site level the refugees themselves should play a major role.

The social organization of the refugee community must support and enhance the refugees' own abilities to provide for themselves. The importance of working with the refugees and using and developing their own skills and organizational structures is a common theme in the chapters in Part 2. Clearly, this requires an early identification of how the refugees' participation can best be organized; that is, consideration of the social organization of the refugee community. Equally clearly, urgently needed help must not be delayed pending the development of appropriate refugee participation.

6. Refugee settlements are not, typically, simple replicas of former community life, as large numbers of refugees may be living temporarily outside their traditional community leadership structures. In nearly every emergency refugee leaders, spokesmen, or respected elders will, however, be present. It will be necessary to define with the community the method of choosing leaders to ensure fair representation and proper participation in both the planning and implementation

of the emergency programme. The approach should be constructive and encourage dialogue: seeking the mobilization of community resources rather than imposing a control system or a one-way flow of directives and supplies.

7. To ensure adequate representation and access for the individual refugee, various levels of representatives and leaders are likely to be required. Bear in mind that there is no reason why a refugee should be representative of the community simply because he or she has a common language with those providing outside assistance. Arrangements should be based on traditional leadership systems to the extent possible. It is natural that other, perhaps less traditional, power bases may emerge within the community. Particular attention should be paid to the sources of such power. A specific consideration is the need, if possible, to separate physically any previously hostile groups among the refugees.

8. Subject to traditional social patterns, the basic organizational unit is likely to be the family, and the basic representational unit is likely to be groupings of refugees according to living arrangements. A representational unit operates best if the people involved know each other, share resources, and are dependent upon one another in some way. A good-sized basic representational unit might be 80-100 people, with 1,000 to 1,200 being a practical community unit, and 6 to 10,000 being a manageable section or settlement size. Physical layout of the site will have a major influence on social organization, and the importance of preserving and promoting a sense of community is stressed in chapter 21. Site selection, planning and shelter.

9. The social organization of the refugees must also make use of their specific skills and provide the personnel to run the community services. Details of what might be required are given in Part 2, but as a check list:

- (1) health services (traditional practitioners, including midwives, home visiting, health centres, any site hospital, public health education, etc.);
- (2) feeding programmes;
- (3) water supply system (construction, maintenance, protection/treatment and distribution);
- (4) sanitation (maintenance and cleaning of latrines, garbage disposal, vector control, etc.);
- (5) shelter construction including communal buildings;
- (6) social services (caring for unaccompanied children and the disabled);
- (7) tracing;
- (8) education programmes;
- (9) general administration.

#### 6.6 Registration and distribution

##### Registration

1. All planning, as well as fair distribution, will require at least an accurate census of the population. This will be an essential component of the needs assessment. It should be noted that under the Statute (8(f)) UNHCR obtains "from Governments information concerning the number and condition of refugees in their territories". Exactly how numbers are determined, and in particular whether a formal registration of refugees is necessary, will depend on the situation and may involve political as well as practical considerations. Some of the latter are summarized below.

2. While an accurate census is essential, a formal mass registration should not be an automatic response at the start of an emergency. The arguments for and against initially going further than establishing numbers and an indication of the age/sex breakdown must be weighed carefully, and the objective and benefits determined. Registration may not be essential for

the adequate provision of goods and services, except when resources are very scarce and tight rationing and individual distribution are necessary. In some emergencies registration may be an important factor in protecting refugees. Registration will be an essential component of any individual tracing programme and in this respect there are arguments for registering as early as possible, but before doing so seek advice from Headquarters.

3. A detailed registration may have an effect on a refugee's attitude to possible durable solutions. For example, in certain circumstances a refugee who was aware his identity was officially recorded might be reluctant to repatriate spontaneously. Conversely, registration can give a refugee the impression of a possibility of resettlement that does not exist.

4. If a registration is undertaken, the form used and arrangements made must be carefully planned. Whatever the purpose of the registration, certain questions are likely to be common. Annex 2 gives an indication of these. Try to avoid the need for a re-registration because key questions were omitted, a common error. After the immediate emergency is over, there may be a need for specific registrations, for example, a socio-economic survey, and a phased approach to gathering the further information required should be adopted.

5. Registration requires sufficient numbers of properly briefed and trained registration clerks, who speak the language of the refugees, understand the purpose of the questions and can assess answers and eliminate obvious distortions. They must have a common code for transliteration between alphabets if necessary, particularly for proper names. If time allows, much will be learned from a small pilot test registration.

6. The most practical time to register refugees is on arrival at the site, for example in conjunction with the health screening. Much will depend on the type and rate of any continuing influx. Transfer of the refugees to a



new site provides a good opportunity for a mass registration.

7. Where a card is issued on the basis of a registration, a photograph identity card sealed inside unbreakable plastic is probably the least likely to be forged, altered, sold, or exchanged.

#### Distribution

8. An effective and fair system for the distribution of goods and supplies will be an essential part of site-level organization, and of critical importance when supplies are short. Monitoring the distribution to ensure that it is fair, including to vulnerable groups, will be an important management responsibility of UNHCR. Monitoring must also ensure that the refugees actually receive the supplies paid for by UNHCR in the contracted specifications.

9. The type of distribution system will depend on the circumstances. Daily distributions are generally to be avoided. A weekly interval might be appropriate for dry rations. A decentralized system, initially in bulk to community units or groups and then to families or individuals, is preferable to mass family or individual distribution, though in certain situations where supplies are short or abuses otherwise likely, the latter may be the only way to ensure reasonable equity. More guidance on distribution is given in chapters 23, 24 and 27.

10. Responsibility for distribution is often delegated to refugee leaders. This can confer considerable power and should be closely supervised. Unless numbers are accurately known, there will be particular scope for abuses at several levels: censuses will need to be repeated as numbers change.

#### 6.7 Monitoring, reporting and evaluation

1. In order that the emergency operation can be implemented and monitored, a reliable and effective communications system, which allows daily contact between the site, any regional base, for example for supplies

and storage, and the capital will be essential. The requirement will be for a voice and/or cable link and a mail or courier service. Options are discussed in chapter 10, Communications.

2. Reporting systems provide the information necessary for monitoring and evaluation, as well as the wider information needed for donors and public information. Regular routines should be set up, and the specific information required defined in standard formats which ensure that important information is there but avoid unnecessary detail and statistics. Annex 3 gives an example of a suggested format to be used, adapted as necessary, for reports from both the site level to the capital and the capital to Headquarters.

3. Specific reports will be required for various sectors. Annex 2 to chapter 22, Health, gives an example of a health surveillance report, also covering feeding programmes. Other specific reports might include those on social services, particularly unaccompanied children and tracing and education. Responsibility for preparing reports must be defined, as must those who need to see them. A report that is not read and acted upon, at least by evaluating its information, is a waste of paper and time.

#### 6.8 Special considerations

1. In a refugee emergency the Representative may be faced with a number of other common management or policy questions on which guidance may be helpful. The question of what is acceptable administrative expenditure by an operational partner has been discussed briefly in chapter 5.2.15. The question of UNHCR paying for the purchase or rent of land occupied by the refugees may also arise. UNHCR's policy is that the provision of land is a matching contribution by the government, though construction on it may be financed by UNHCR.

2. The question of the payment of refugees in cash or kind for community services will inevitably arise. Some form of remuneration is probably essential to the running of the

programme and especially to key public health services. What is important is less the level of remuneration - which, as the refugees are already supported, should be well below the national rates - than the fact that it must be applied fairly, both for all refugees doing broadly the same work and also with proper but not large differentials recognizing different levels of skill. A major cause of discord at many refugee sites has been the payment by different NGOs of markedly different rates to refugees for the same work. A standard scale is essential.

3. Another common question concerns the provision of services to the local population. UNHCR does not have a mandate to provide direct assistance to local populations affected by the presence of refugees. It should be noted that other organizations, both within and outside the UN system, and bilateral aid programmes may be able to help affected nationals. Recalling the principle that the assistance available to the refugees should take account of the conditions of nationals in the area, there may be circumstances in which a flexible approach will be in everyone's interest. For example, if a large number of refugees are located in a previously sparsely populated area, and have health services that are not available locally, these could be offered to nationals on the assumption they would represent a small proportion of the patients. Conversely, financing the construction of a hospital in the local town, where it was clear that a substantial proportion of the beds would be reserved for nationals, would not be within UNHCR's mandate. Headquarters' advice should be sought when in doubt.

4. The problem of corruption may arise in an emergency, when large sums of money and quantities of attractive relief supplies are being spent or distributed. Every effort must be made to prevent the diversion or misappropriation of funds or goods intended for the refugees. UNHCR has an obligation to ensure that what is paid for actually reaches the refugees; careful monitoring and control, including of quality, is essential. As different attitudes to the problem

exist, this task will be made easier if all concerned with the provision of assistance know clearly UNHCR's policy and principles with regard to UNHCR-funded assistance. In other words, no-one should be in doubt as to what practices UNHCR regards as proper and of UNHCR's intention to have them respected.

5. The question of political activities may arise. Responsibility for security and public order at the refugee site always rests with the government. The refugees have obligations to conform to the laws and regulations of the country as well as the measures taken for the maintenance of public order. UNHCR's responsibility is clear: "the work of the High Commissioner shall be of an entirely non-political character; it shall be humanitarian and social ..." (paragraph 2 of the Statute). No general guidelines can be given on political activities within the refugee community. The matter may be extremely delicate and Headquarters advice must be sought immediately on any specific problems.

6. Finally, mention should be made of religious activities among the refugees by outsiders. Organizations active in the delivery of emergency relief may also have a religious aspect in their normal work. Some are traditional partners of UNHCR, with the separation between these two roles long established and well understood, but for others it may be useful to recall the basic principle. Religious activities by those outside the refugee community must be clearly dissociated from the delivery of assistance and services to refugees. In particular, no proselytizing should take place in association with the provision of such general community services as education, health and social welfare, for example, services for unaccompanied children.

Annex 110.0 Elements of a Co-ordinating Body 1/

The previous discussion suggests the possibility of outlining the constituent elements of a model for the co-ordination of voluntary agency relief efforts. Certainly no two relief efforts are identical. It would be a mistake to prescribe a single co-ordination mechanism for many sites, each of which will surely present dissimilarities. Nevertheless, it is possible to list many of the issues that will require consideration in the course of initiating co-ordination mechanisms. Each of the factors listed below would need to be evaluated against the context of each site and the policy of the host government.

I. Membership

The nature of the co-ordinating body and its services will be determined by decisions on the composition of the membership. These decisions will be based on the extent and quality of agency participation in the provision of services. Furthermore, these decisions must identify an appropriate role for organizations excluded from full membership.

A. Eligibility criteria for full membership

- (1) full-time representation in country;
- (2) provision of direct services;
- (3) minimum size of programme;
- (4) attendance at co-ordination meetings;

- (5) compliance with service guidelines;
- (6) approval of host government;
- (7) regular financial contributions to co-ordination mechanism;
- (8) inclusion and considerations of indigenous agencies.

B. Associate status for organizations without full membership

- (1) external organizations (UNHCR, etc.);
- (2) voluntary agencies which may choose not to become members;
- (3) funding organizations;
- (4) public interest groups.

II. Services provided by co-ordination mechanism

The following services should be selected according to their ability to facilitate the increased effectiveness of the collective services provided by voluntary agencies. Meetings provide the forum for both the formal and informal exchange of information that results in complementary programming, elimination of waste, prevention of duplication and the sharing of technical information. This co-ordination will occur to various degrees depending upon the needs and on the willingness of the participating agencies.

A. Meetings

- (1) committee of the whole;
- (2) working sub-committees.

B. Administrative services vis-a-vis host government offices


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1/ From "Associations and Committees Serving Voluntary Agencies at the Country Level: A Study of Eight Organizations in Five Countries", by Clifford Olson, March 1981 (prepared for the International Council of Voluntary Agencies).

C. Information collection and dissemination

- (1) description of agencies;
- (2) periodic reporting of services;
- (3) personnel lists;
- (4) newsletters;
- (5) collection and dispersal of technical information.

D. Conferences

E. Representations to external organizations

F. Identification of needed services and soliciting of voluntary agencies to assume responsibilities for the provision of these services

G. Co-ordination of emergency responses

H. Allocation of donated commodities and financial contributions

I. Guidelines for the provision of services

J. Orientation of newly-arrived agencies

K. Orientation of incoming voluntary agency employees

L. Research and documentation

M. Support for camp co-ordination committees

N. Co-ordination with agencies outside of country

O. Fund raising.

III Relations with host government

Voluntary agencies are guests of the host government. It is important to build into the co-ordinating body, mechanisms which encourage co-operation and communication with appropriate levels of that government.

Consideration should be given to relations with officials:

- at the central level;
- at the provincial levels;
- at the local level;
- who are technical specialists (education, public health, etc.) in the civil service and academia;
- who are camp administrators, and
- who are in the military forces.

IV Governing procedures

Governing procedures will describe the mechanisms through which representatives of member agencies choose to come to decisions. In some cases representatives meet frequently and are actively involved in all types of decision-making. In other instances, representatives delegate certain responsibilities to a smaller executive committee, sub-committee or staff.

- A. Voting procedures
- B. Election of Officers
- C. Selection of Executive Committee
- D. Frequency of meetings

V. Source of funding

The source of funding will predict better than any other single parameter, the beneficiaries of the services provided by the co-ordinating body.

Agencies will make best use of opportunities provided by the co-ordinating mechanism if they are assured of control over the decision-making process within that mechanism. The degree to which that mechanism depends financially upon member agencies is a measure of that control. Secretariats with independent sources of funding are at times subject to temptations to develop in directions independent of the desires of member agencies.

A. Willingness to accept external support.

B. Portion of expenditures covered by member contributions

C. Assessment by size of agency involvement in relief effort versus equal contributions

D. Provision of exemptions or partial exemptions from required contributions.

#### VI. Staffing

The number of staff must be both large enough to provide the required services and small enough to be paid by available funding. The authority and supervision of the staff should be clearly delineated. Three sets of alternatives should be considered:

A. Personnel seconded from member agencies versus professionals employed by the co-ordinating body

B. Expatriates versus host country nationals

C. Generalists (Co-ordinators) versus technical specialists

Again, the specific site context is a determining factor in designing the co-ordinating mechanism. Individuals working at the site and representing participating agencies are best able to determine which organizational structure will best achieve a co-ordination that will result in increased effectiveness and efficient use of resources.

Annex 2Basic Data to be RegisteredStage 1

- Location Identification (Table 2)
- Case Number (Unit or Family Identification Number)
- Name of Respondent/Head of Family (Family Name and Given Names)
- Sex (Table 3)
- Date of Birth (Table 4)
- Place of Birth (Village/City, Province, Country) (Table 1)
- Marital Status (Table 5)
- Family Data
  - Number of children less than 5 years old by sex
  - Number of children 5-14 years old by sex
  - Family members more than 14 years old by sex
  - Accompanying relatives by sex

Stage 2

In addition to above:

Common Case Data (answers to the first five questions may be common to the entire group)

- Nationality (Table 1)
- Country of Origin (Table 1)
- Ethnic Origin (Table 1)
- Religion (Table 6)
- Urban or Rural Background (Table 7)
- Last Permanent Address (Village/City, Province, Country) (Table 1)
- Date of Departure from Last Permanent Address (Table 4)
- Date of Arrival in Country of Asylum (Table 4)

Stage 3

In addition to above:

Data on Accompanying Individuals in a Case

- Name of Dependant (Family Name and Given Names)
- Sex (Table 3)
- Relationship to Head of Family (Table 8)
- Date of Birth (Table 4)
- Place of Birth (Village/City, Province, Country) (Table 1)

Code Tables

1. Country, Nationality, Country of Origin, Ethnic Origin (when applicable or special code)

- Use ISO 2-letter code

2. Location Identification

- To be defined for each country (2-letter code)

3. Sex

- F Female - M Male

4. Date

- Year, Month, Day, ISO order (YYMMDD). If unknown, enter estimated Year of Birth (YY0000)

5. Marital Status

- C Common Law Marriage  
 - D Divorced  
 - M Married  
 - E Separated  
 - S Single  
 - W Widowed  
 - O Other  
 - - Unknown

6. Religion

- 2-letter code, to be defined for each situation

7. Urban or Rural Background

- U Urban  
 - B Rural

8. Relationship to Head of Family

- HUS HUSBAND	- STF STEPFATHER
- WIF WIFE	- STM STEPMOTHER
- MOT MOTHER	- STS STEPSON
- FAT FATHER	- STD STEPDAUGHTER
- SON SON	- STB STEPBROTHER
- DAU DAUGHTER	- STI STEPSISTER
- BRO BROTHER	- HAB HALF-BROTHER
- SIS SISTER	- HAS HALF-SISTER
- MOL MOTHER-IN-LAW	- ADF ADOPTED FATHER
- FAL FATHER-IN-LAW	- ADM ADOPTED MOTHER
- SOL SON-IN-LAW	- ADS ADOPTED SON
- DAL DAUGHTER-IN-LAW	- ADD ADOPTED DAUGHTER
- BRL BROTHER-IN-LAW	- ADB ADOPTED BROTHER
- HOS HUSBAND OF SISTER	- ADI ADOPTED SISTER
- BOS BROTHER OF SPOUSE	- UNC UNCLE
- SIL SISTER-IN-LAW	- BOM BROTHER OF MOTHER
- WOB WIFE OF BROTHER	- BOF BROTHER OF FATHER
- SOS SISTER OF SPOUSE	- AUN AUNT
- GRM GRANDMOTHER	- SOM SISTER OF MOTHER
- MOM MOTHER OF MOTHER	- SOF SISTER OF FATHER
- MOP MOTHER OF FATHER	- NEP NEPHEW
- GRF GRANDFATHER	- NIE NIECE
- POM FATHER OF MOTHER	- COU COUSIN
- POF FATHER OF FATHER	- FIA FIANCE (E)
- GRS GRANDSON	- OTR OTHER RELATIVE (than above)
- GRD GRANDDAUGHTER	- FRI FRIEND
	- OTD OTHER DEPENDENT (than above)

Annex 3Example of a Standard Situation Report

1. In emergencies, it is essential that regular situation reports reach Headquarters. The frequency of such reports will be determined by the characteristics of the situation; more frequent reports will be necessary in the initial stage of an emergency. Situation reports should give an overall view of the situation with sufficient factual content and explanation of changes since the last report to answer rather than raise substantive questions. By indicating progress achieved, problems encountered and steps being taken or planned to overcome these, the reports should give a cumulative picture of how the needs of the refugees are being met.

2. A suggested format is given below. Major headings should as a rule be the same in each report, indicating "no change" if appropriate. Depending on the situation, headings E through K may either be presented as shown, with refugee locations covered under each sector of assistance, or alternatively by locations, with sectors of assistance covered under each location. In either case, the information under each sector of assistance and for each location should cover as applicable:

- (1) Current situation;
- (2) Particular problem areas, remedial action planned or necessary,<sup>1/</sup> with time frame;
- (3) Any variation from overall implementing arrangements in DDD;
- (4) Personnel and facilities available.

3. The reports should be sequentially numbered, copied to RO New York and to other UNHCR field offices as appropriate. The report may be used as the basis for any wider situation report issued from Headquarters.

4. A similar format may be useful for situation reports to the Representative by field officers at the site level.

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<sup>1/</sup> Specific action requested of Headquarters should be the subject of a separate cable, which could of course make reference to an earlier sitrep. Where relevant, reference should be made to such requests in the sitrep.



HICOMREF GENEVA INFO HICOMREF NEW YORK (and other offices concerned)  
SITREP (number) COVERING PERIOD (date) TO (date)

AAA GENERAL SITUATION

PRIMO (Summary of major developmenents including protection, assessment  
SECUNDO of situation generally and by refugee location, and field deployment of UNHCR  
etc. staff.)

BBB REFUGEE STATISTICS AND REGISTRATION

(By location, country of origin or distinct groups if not self-evident, with  
explanation of changes since last report, and indicating source, e.g.  
government, UNHCR, etc.)

CCC COORDINATION

(Government departments, UN system, NGOs, both at capital and field levels.  
Arrangements for briefing diplomatic corps.)

DDD OVERALL IMPLEMENTING ARRANGEMENTS

(Role of authorities  
Operational role of UNHCR (if any)  
Role of UNHCR-funded operational partners  
Other sources of significant assistance)

EEE SHELTER

(Site layout, housing, etc.)

FFF HEALTH

GGG FOOD AND NUTRITION

HHH WATER

III SANITATION AND ENVIRONMENTAL SERVICES

JJJ SOCIAL SERVICES AND EDUCATION

(Including disabled refugees, unaccompanied children, etc. as applicable, and  
tracing)

KKK SUPPLIES AND LOGISTICS

(Including information on arrival of major consignments of multilateral or  
bilateral relief supplies, domestic needs, fuel supply vehicles/cooking, etc.)

LLL PUBLIC INFORMATION

(Significant events/media coverage).