

# PART 3: TRAINER'S GUIDE

The trainer's guide is the third of four parts contained in this module. It is NOT a training course. This guide provides guidance on how to design a training course by giving tips and examples of tools that the trainer can use and adapt to meet training needs. The trainer's guide should only be used by experienced trainers to help develop a training course that meets the needs of a specific audience. The trainer's guide is linked to the technical information found in Part 2 of the module.

Module 2 is about the role of different agencies in a nutrition emergency. It describes agency mandates and co-ordination mechanisms, the importance of these roles and functions and the current weaknesses in co-ordination. All practitioners working in emergency nutrition situations need to be aware of the different agency mandates and co-ordination mechanisms in order to work effectively.

### Navigating your way around the guide

The trainer's guide is divided into six sections.

1. **Tips for trainers** provide pointers on how to prepare for and organize a training course.
2. **Learning objectives** set out examples of learning objectives for this module that can be adapted for a particular participant group.
3. **Testing knowledge** contains an example of a questionnaire that can be used to test participants' knowledge either at the start or at the end of a training course.
4. **Classroom exercises** provide examples of practical exercises that can be done in a classroom context by participants individually or in groups.
5. **Case studies** contain examples of case studies (one from Africa and one from another continent) that can be used to get participants to think by using real-life scenarios.
6. **Field-based exercises** outline ideas for field visits that may be conducted during a longer training course.

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# 1. Tips for trainers

## Step 1: Do the reading!

- Read Part 2 of this module, plus key texts such as the Red Cross/NGO Code of Conduct.

## Step 2: Know your audience!

- Find out about your participants in advance of the training:
  - How many participants will there be?
  - Do any of the participants have experience of working with a particular agency involved in coordination?
  - Could participants with experience be involved in the sessions by preparing a case study or contribute through describing their practical experience (including sharing photographs/videos perhaps?)

## Step 3: Design the training!

- Decide how long the training will be and what activities can be covered within the available time. In general, the following guide can be used:
  - A **90-minute** classroom-based training session can provide a basic overview of the steps involved in a survey and the data that needs to be collected.
  - A **half-day** classroom-based training session can provide an overview of the steps involved in designing a survey and calculating a representative sample and include practical exercise 2 or 3.
  - A **one-day** classroom-based training can provide a more in-depth understanding of the humanitarian system, specific coordination mechanisms and the role of key actors. It could include a number of case studies or exercises.
  - A **one-day** classroom plus field-based training can provide theoretical and practical experience.
- Identify appropriate learning objectives. This will depend on your participants, their level of understanding and experience, how they want to use the training in their future work, and the aim and length of the training. If possible, develop these based on participants' expectations stated in advance of the training event.
- Decide exactly which points to cover based on the learning objectives that you have identified.
- Divide the training into manageable sections. One session should generally not last longer than an hour.
- Ensure the training is a good combination of activities, e.g., mix Power Point presentations in plenary with more active participation through classroom-based exercises, mix individual work with group work.

**Step 4: Get prepared!**

- Prepare PowerPoint presentations with notes (if they are going to be used) in advance; don't include too much text in any one slide; use diagrams and images as much as possible; conduct a trial run. Time yourself!
- Prepare exercises and case studies. These can be based on the examples given in this trainer's guide but should be adapted to be suitable for the particular training context. You may choose to audio-record case studies instead of writing them out. Sphere, IRIN and ReliefWeb may also have useful video clips that could be used.
- Search the YouTube site for 'humanitarian aid' – this might provide you with recent footage that could prompt group discussion or fuel a more structured debate.
- Prepare a 'kit' of materials for each participant. These would be given out at the start of the training and should include:
  - Timetable showing break times (coffee and lunch) and individual sessions
  - Handouts including Parts 1 and 2 of this module plus exercises as required
  - A list of key references and websites for future use
  - Pens and paper

**REMEMBER**

People remember 20 per cent of what they are told, 40 per cent of what they are told and read, and 80 per cent of what they find out for themselves.

People learn differently. They learn from what they read, what they hear, what they see, what they discuss with others and what they explain to others. A good training is therefore one that offers a variety of learning methods which suit the variety of individuals in any group. Such variety will also help reinforce messages and ideas so that they are more likely to be learned.

## 2. Learning objectives

Below are examples of learning objectives for a session on *The Humanitarian System: Roles, Responsibilities and Coordination*. Trainers should consider developing alternative learning objectives that are appropriate to their particular participant group. The number of learning objectives should be limited; up to five per day of training is appropriate. Each exercise should be related to at least one of the learning objectives.

### Examples of learning objectives

At the end of the training participants will:

- Have a basic knowledge of the international humanitarian system.
- Understand the diversity of actors involved in humanitarian action and be able to identify common principles upheld by all.
- Understand the purpose and importance of coordination.
- Be aware of the main humanitarian coordination bodies and mechanisms.
- Understand the processes involved in coordination.
- Be aware of the different United Nations agencies involved in humanitarian response and the different nutrition interventions that they typically support.

## 3. Testing knowledge

This section contains one exercise which is an example of a questionnaire that can be used to test participants' knowledge of The Humanitarian System: Roles, Responsibilities and Coordination, either at the start or at the end of a training session. The questionnaire can be adapted to include questions relevant to the specific participant group. It may also be helpful to consider using the questionnaire in advance of the training, in order to gather insights about the participants and to give you time to tailor the training to their particular needs.

### Exercise 1: What do you know about the international humanitarian system?

#### What is the learning objective?

- To test participants' basic knowledge about the international humanitarian system

#### When should this exercise be done?

- *Either* at the start of a training session to establish knowledge level.
- *Or* at the end of a training session to check how much participants have learned

#### How long should the exercise take?

- 30 minutes

#### What materials are needed?

- **Handout 1a:** What do you know about the international humanitarian system?: Questionnaire
- **Handout 1b:** What do you know about the international humanitarian system?: Questionnaire answers

#### What does the trainer need to prepare?

- Familiarize yourself with the questions and answers.
- Add your own questions and answers based on your knowledge of the participants and their knowledge base.

#### Instructions

**Step 1:** Give each participant a copy of handout 1a.

**Step 2:** Give participants 10 minutes to complete the questionnaire working alone.

**Step 3:** Give the correct answers as shown in Handout 1b.

**Step 4:** Allow 10 minutes for discussion.

## Handout 1a: What do you know about the international humanitarian system?: Questionnaire

**Time for completion:** 10 minutes

**Answer all the questions**

1. The international humanitarian system is made up of the following agencies and organizations?  
*Circle the correct answers.*
  - a) United Nations agencies
  - b) Non-governmental agencies
  - c) Political parties
  - d) International agencies
  - e) Governments of poor countries
  - f) Human rights organisations
  - g) Implementing legal bodies
  - h) All charitable groups involved in emergency response
  - i) National and international military responding to an emergency
  
2. What are the fundamental principles guiding humanitarian agencies? *Circle the correct answers.*
  - a) To be impartial
  - b) To be neutral
  - c) To be independent
  - d) To give humanitarian assistance only to civilians and not military personnel
  - e) To give humanitarian assistance on the basis of need
  - f) To respond out of concern for human suffering
  
3. What is humanitarian coordination for? *Circle the correct answers.*
  - a) For each agency or organisation to provide their own assistance as quickly and effectively as possible
  - b) To meet with other agencies or organisations once a problem arises in the emergency response
  - c) To maximize the impact of humanitarian assistance by all agencies and organisations
  - d) A tool for saving lives and reducing suffering among emergency-affected people
  
4. What is the CAP? *Circle the correct answers.*
  - a) An inter-agency fundraising mechanism
  - b) Common Action Plan
  - c) A United Nations process to allocate funds between agencies
  - d) Consolidated Appeals Process
  - e) A system for raising funds from the general public
  - f) A donor-led process of developing budgets for an emergency



5. What is the function of the ERC (Emergency Relief Coordinator)? *Circle the correct answers.*
- a) To coordinate an inter-agency response effort at field level
  - b) To fundraise for emergency programmes
  - c) To develop common policies for emergencies
  - d) As one of the under-Secretary-Generals of the United Nations
  - e) As the head of OCHA (Office for the Coordination of Humanitarian Affairs)
  - f) To allocate work to different humanitarian agencies
6. What might some concerns be regarding coordination? *Circle the correct answers.*
- a) Coordination mechanisms cost money that could otherwise go to help people.
  - b) Agencies can feel that they are being controlled
  - c) It undermines the principle of independence.
  - d) It slows humanitarian response down.
  - e) Meetings and processes absorb valuable staff time.
  - f) Existing mechanisms tend to be biased towards the United Nations.

**Handout 1b: What do you know about the international humanitarian system?:  
Questionnaire answers**

1. a), b), d), f), g)
2. a), b), c), e), f)
3. c), d)
4. a), d)
5. b), c), d), e)
6. a), b), c), d), e), f)

## 4. Classroom exercises

This section provides examples of practical exercises that can be carried out in a classroom setting. The choice of exercises will depend upon the learning objectives and the time available. Trainers should adapt the exercises presented in this section to make them appropriate to the particular participant group. Ideally, trainers should use case examples with which they are familiar.

### Exercise 2: United Nations humanitarian agencies and the nutrition activities they support

#### What is the learning objective?

- To be aware of the United Nations agencies involved in humanitarian response and the different interventions that they typically support

#### When should this exercise be done?

- After Exercise 1

#### How long should the exercise take?

- 50 minutes

#### What materials are needed (handouts, equipment, preparation)?

- **Handout 2a:** United Nations humanitarian agencies and their nutrition activities

#### Instructions

**Step 1:** Divide the participants into small groups.

**Step 2:** Give participants 10 minutes to identify the six United Nations agencies that have a specific humanitarian role and the typical nutrition activities these agencies support during an emergency.

**Step 3:** Ask one member of each working group to give feedback to the plenary, having listed the six agencies and their nutrition activities on a flipchart or blackboard. Give 10 minutes for feedback.

**Step 4:** Give out Handouts 2a and 2b and give 30 minutes in plenary to run through the six agencies and their emergency nutrition activities.

## Handout 2a: United Nations humanitarian agencies and their main activities

The United Nations humanitarian system is composed of six key actors:

- United Nations High Commissioner for Refugees (UNHCR)
- World Food Programme (WFP)
- United Nations Children's Fund (UNICEF)
- World Health Organization (WHO)
- Food and Agriculture Organization (FAO)
- United Nations Development Programme (UNDP)

Note: Although OCHA has an important role in humanitarian response, it is not an 'agency' but an 'office' of the UN. That is why it is not included above.

### 1. United Nations High Commissioner for Refugees

UNHCR is mandated to *lead and coordinate international action to protect refugees*.

Its primary purpose is to safeguard the rights and well-being of refugees. UNHCR is involved in material assistance (primarily to refugees but also to other affected populations such as internally-displaced persons (IDPs) in certain instances) including the distribution of food and non-food commodities.

UNHCR is *mandated to coordinate nutrition in emergencies in refugee situations*.

UNHCR's original mandate does not specifically cover IDPs (no single agency has ever had a mandate to protect IDPs), although it assists many IDP population groups. Since 2005, through the Cluster Approach, UNHCR now has the 'lead' role in overseeing the protection and shelter needs of IDPs in conflict situations, as well as the coordination and management of any camps which are established.

### 2. World Food Programme

WFP is the food aid arm of the UN system. WFP's mandate is to:

- Use food aid to support economic and social development.
- Meet refugee and other emergency food needs, and the associated logistics support.
- Promote world food security in accordance with the recommendations of the United Nations and FAO.

WFP is responsible for mobilizing basic food commodities and funds for meeting transport costs, and for all large-scale refugee feeding operations managed by UNHCR.

### 3. United Nations Children's Fund

The overall aim of UNICEF's humanitarian response is to save lives, alleviate suffering and protect the rights of children.

UNICEF is also mandated to ensure that violations against children are better documented and acted upon, such as attacks on schools and hospitals, denial of humanitarian access, displacement, recruitment into the armed forces, sexual violence as well as maiming and killing.

In 2010, UNICEF revised its Core Corporate Commitments in Emergencies. These constitute the organisation's initial response to protection and care of children and women in unstable situations. The CCCs fall into four principal areas:

(a) Rapid assessment; (b) Coordination; (c) Programme commitments; and (d) Operational commitments:

In emergencies, UNICEF is usually designated the lead agency for the coordination of the nutrition cluster at country level, complementing its role as the lead agency for the Global Nutrition Cluster. Even outside the cluster mechanism, UNICEF is often the coordinating agency for nutrition, and takes a lead in liaising with government bodies, other agencies and non-governmental organizations (NGOs) to ensure that the needs of the sector are addressed, that information is shared and that reporting is done.

#### 4. Food and Agriculture Organization

FAO is the lead United Nations agency in agriculture, providing technical advice and coordination to agricultural interventions undertaken by all partners. FAO's mandate is to raise levels of nutrition, improve agricultural productivity, better the lives of rural populations and contribute to the growth of the world economy.

FAO takes the primary responsibility within the United Nations system for responding to emergencies in the agriculture and food security sectors, including crop and food supply monitoring and needs assessment, evaluation of agricultural relief requirements, and mobilization of the assistance and resources needed to restore agricultural activity.

FAO is the lead agency for the IASC agriculture cluster.

#### 5. World Health Organization

WHO's goal is "to reduce avoidable loss of life, burden of disease and disability in emergencies and post-crisis transitions". WHO works in support of national governments and has a very limited operational role in emergencies. It does provide essential medical supplies, and mostly works at the coordination level.

WHO is the lead agency for the IASC health cluster.

#### 6. United Nations Development Programme

With respect to the humanitarian system, the UNDP is important in two respects:

- It works closely with governments on emergency preparedness.
- At country level, the head of UNDP is also the United Nations Resident Coordinator (RC) who is most often the person designated as the Humanitarian Coordinator (HC) in emergencies.

UNDP headquarters has a Bureau for Crisis Prevention and Recovery (BCPR) that aims to help countries prevent and recover from armed conflicts and natural. UNDP does not have a specific nutrition-related role in emergency response.

UNDP is the lead agency for the IASC early recovery cluster.

Note: See Table 1 in Part 2 of Module 2 for details about the nutrition activities supported by UN agencies in emergencies.

**Exercise 3: Understanding humanitarian coordination bodies and mechanisms****What is the learning objective?**

- To be aware of the main humanitarian coordination bodies and mechanisms

**When should this exercise be done?**

- After a session on coordination mechanisms

**How long should the exercise take?**

- 40 to 50 minutes

**What materials are needed?**

- **Handout 3a:** Quiz questions and answers for trainer on humanitarian coordination bodies and mechanisms

**Instructions**

**Step 1:** Split the participants into small groups (five people per group).

**Step 2:** Taking 20 to 30 minutes and using the trainer's guide, give a quiz asking each group one question at a time. If the first group is unable to answer the question, allow other groups to respond. Continue until all the quiz questions are answered correctly.

### Handout 3a: Humanitarian coordination bodies and mechanisms: Quiz questions and answers for trainer

**Question 1:** What does that IASC stand for? What is its main purpose?

**Answer 1:** Inter-Agency Standing Committee (IASC), chaired by the ERC (Emergency Relief Coordinator) and acts as a coordination mechanism at the international level. It develops common policies, guidelines and standards, and aims to ensure a coherent interagency response to complex emergencies and natural or environmental disasters.

**Question 2:** Who are the members of the IASC?

**Answer 2:** The main UN agencies (plus UNFPA – the United Nations Population Fund), ICRC, IFRC, IOM, OHCHR, the World Bank and three major NGO umbrella groups (SCHR, InterAction and ICVA).

**Question 3:** How many IASC Clusters are there? Name four of them.

**Answer 3:** There are 11 clusters (possibly 12 by the end of 2010) including nutrition, education, camp management, health, shelter, water, sanitation and hygiene (WASH), agriculture, logistics, protection, telecommunications and early recovery (plus possibly food security).

**Question 4:** What is the aim of the IASC Cluster Approach?

**Answer 4:** The aim is to strengthen predictability, response capacity, coordination and accountability by strengthening partnerships in key sectors of humanitarian response.

**Question 5:** What is meant by the term 'provider of last resort'?

**Answer 5:** Lead agencies have been designated for each of the 11 clusters and are expected to ensure that agreed needs are ultimately met.

**Question 6:** Which agency leads the Global Nutrition Cluster?

**Answer 6:** UNICEF

**Question 7:** What areas does the nutrition cluster focus on?

**Answer 7:** Coordination, capacity building, emergency preparedness, assessment, monitoring, surveillance and response triggers, and supplies

**Question 8:** What is the role of the country level nutrition cluster coordinator?

**Answer 8:** Joint assessments, emergency preparedness, improving coverage of emergency nutrition programmes, coordination of meetings

**Question 9:** What is the name of the organisation that has responsibility for coordinating the UN's response to complex emergencies and natural disasters?

**Answer 9:** Office for the Coordination of Humanitarian Affairs (OCHA)

**Question 10:** What is the mechanism called by which donor funding is secured for an emergency response? Who oversees this mechanism?

**Answer 10:** The Consolidated Appeals Process (CAP), overseen by OCHA.

**Question 11:** What criticism has been levelled at the CAP?

**Answer 11:** Not rigorous enough, too UN-focused, appeals are often regarded as inflated and therefore fail to receive full funding from donors.

**Question 12:** What is the name of the international funding mechanism established to support rapid emergency response and bolster under-funded efforts?

**Answer 12:** The Central Emergency Response Fund (CERF)

**Exercise 4: The practical importance of humanitarian coordination****What is the learning objective?**

- To understand the importance of coordination and the potential roles played by, and interactions between, different actors

**When should this exercise be done?**

- After a session on coordination mechanisms

**How long should the exercise take?**

- 60 minutes – 10min to get into roles (groups of two to four persons), 20min to role-play, 5min to discuss experience within groups, 25min for feedback and plenary discussion.

**What materials are needed?**

- **Handout 4a:** Brief for international non-governmental organisation (NGO)
- **Handout 4b:** Brief for national non-governmental organisation (NGO)
- **Handout 4c:** Brief for national government
- **Handout 4d:** Brief for international donor
- **Handout 4e:** Brief for United Nations agency
- **Handout 4f:** Brief for humanitarian coordinator
- **Handout 4g:** Diagram showing positive and negative aspects of coordination

**Instructions**

**Step 1:** Randomly divide participants into six groups of two to four persons. Members in each group should sit closely together so they can confer quietly; groups should be spread out within the room so that all groups can see each other.

**Step 2:** Distribute Handouts 4a to 4f to each of the six groups (each group plays one role). Ensure that members see only the brief intended for their group, not others' briefs. Each group should carefully consider how their particular organisation/actor is likely to interact with the other organisations/actors at the meeting. The specifics of the situation described are less important.

**Step 3:** Give participants 10 minutes to read the brief and to ask any questions.

**Step 4:** Give 20 minutes for the role play. The national government starts the role play. If a group or sub-set of groups wish to meet without other groups observing (e.g., without the government or donor) then those groups can leave the room for a few minutes.

**Step 5:** End the role play and give each group 5 minutes to reflect on their experience.

**Step 6:** Give 25 minutes for discussion in plenary.

**Step 7:** Conclude by handing out the two diagrams in Handout 4g.

**Key points for feedback in plenary**

- ➔ Coordination mechanisms work differently at different levels.
- ➔ The role of national governments is central, even if they lack capacity and/or willingness to respond.
- ➔ Joint effort and voices can be a powerful agent of change.
- ➔ No coordination mechanism is set in stone – a great deal depends on the personal drive and capabilities of key actors (e.g. the Humanitarian Coordinator).
- ➔ Negotiation is a fundamental element in coordination.



### **Handout 4a: Brief for international non-governmental organisation (NGO)**

You are a large, well known NGO. You have been working in two neighbouring countries, but have no direct experience in this one. You have flown in with a large team, some materials and a headquarters remit to build up a field presence, fast. A television crew will be arriving in a few days, and you want to have something to show them.

You are at a meeting, convened by the government, to discuss the current crisis. The government will open the meeting.

Your goal: to fly the organisational flag (profile at home is low, so this emergency is an opportunity to remind the public that you are a worthwhile charity to support)

Your concern: The new programme needs to be funded so that headquarters' money given for the start-up can be paid back.

**Handout 4b: Brief for national non-governmental organisation (NGO)**

You are a small, community-based organisation working in a remote area with agro-pastoralists on education and technical training projects. You have a very deep knowledge of the local area and people, but limited expertise outside education and training. Your operational area is amongst the worst-hit (displacement, disease outbreaks, food shortages, etc.). Yet, locals are still requesting that the education and training projects continue, to give them hope for the future. You keep away from local government for fear of getting drawn into politics.

You are at a meeting, convened by the government, to discuss the current crisis. The government will open the meeting.

Your goal: To increase money to continue/expand the work, you can offer translation services, introduce new agencies to community leaders and groups, offer or organise accommodation, etc.

Your concern: You won't jeopardise your good standing with the local community for the sake of money. You have a long-term commitment to the people and the work, and the emergency is simply a temporary situation.

### **Handout 4c: Brief for national government**

You are convening a meeting with all agencies involved in the new emergency: the UN, international and national NGOs, donors and the recently-arrived Humanitarian Coordinator. You open the meeting by thanking them all for their concern. You outline the situation (widespread displacement in the west, urgent medical, water and food needs, increasing unrest and insecurity). You are unable to guarantee the security of visitors to affected areas, and will therefore bar access for foreign visitors. All humanitarian work will be coordinated by the local government using local national partners. This puts you in control.

Your goal: to get as much material and cash assistance as possible channelled through government departments

Your concern: You want to get voted in at next year's elections, so wish to be well regarded for your efforts in this emergency.

**Handout 4d: Brief for international donor**

You are a long-standing donor to the government, supporting the social welfare and justice systems. You doubt whether the government has the capacity to deal with the present emergency, but also don't want to see the government side-lined by the international actors.

You are at a meeting, convened by the government, to discuss the current crisis. The government will open the meeting.

Your goal: to support government as much as possible in securing an effective humanitarian response, though your power is limited because funds are limited.

Your concern: The welfare of the people affected is of utmost concern, and services have to be well run, by whoever is capable.

### **Handout 4e: Brief for United Nations agency**

You are at a meeting, convened by the government, to discuss the current crisis. The government will open the meeting. The new Humanitarian Coordinator will be there, but you haven't met him/her yet and don't know much about him/her. You have been working in the country for 20 years. You have been tasked to lead an inter-agency assessment mission to the affected area and use that as the basis for the CAP (Consolidate Appeals Process). You have a two-week deadline, and the pressure from New York is on.

Your goal: to deal with the emergency swiftly so that you can get back to your real job of building national capacity on human rights

Your concern: You need to make sure you have an assessment to input into the CAP.

**Handout 4f: Brief for Humanitarian Coordinator**

This is your first mission as HC, and you are very proud of it. You are determined to succeed and to receive recognition from the UN Secretary-General and in the media. You want action fast. You are biased against national governments, regarding them as corrupt and incompetent. Yet, you are the most senior representative of the UN, whose mandate it is to support governments.

You are at a meeting, convened by the government, to discuss the current crisis. The government will open the meeting and you will need to secure your status by being the second to speak. The government will preclude access to affected areas.

Your goal: to allocate work to the various agencies in order to get services up and running as soon as possible in all affected areas

Your concern: No assistance results in no job for you again as Humanitarian Coordinator.

### Handout 4g: Diagrams showing positive and negative aspects of coordination

Diagram 1: The positive aspects of coordination, leading to achievement of the goal

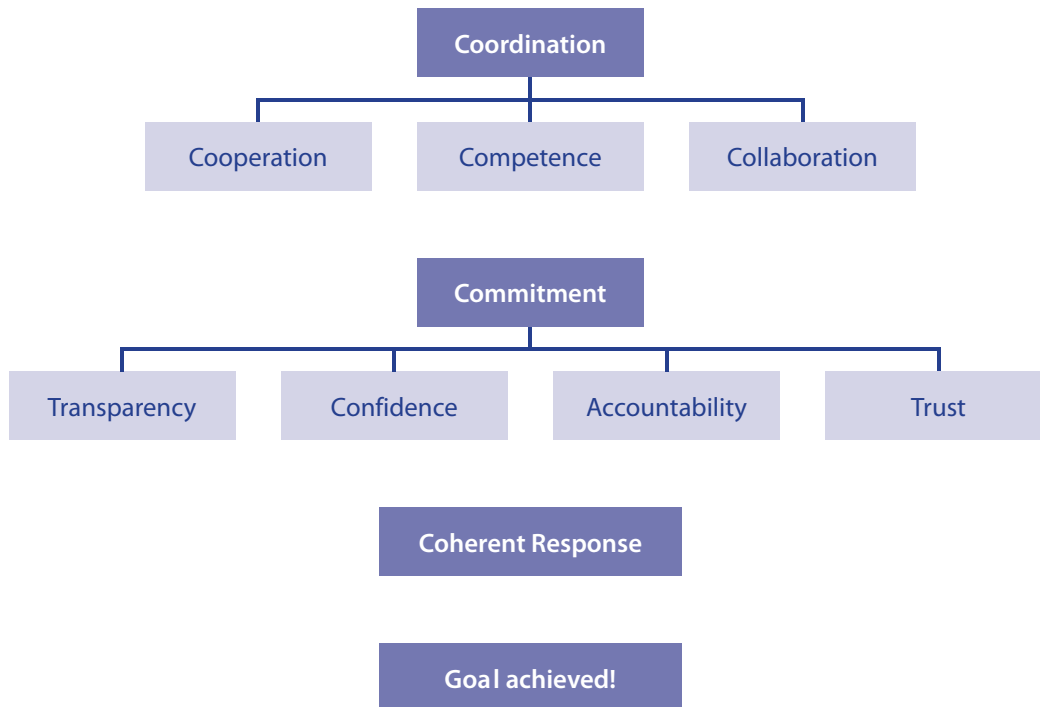
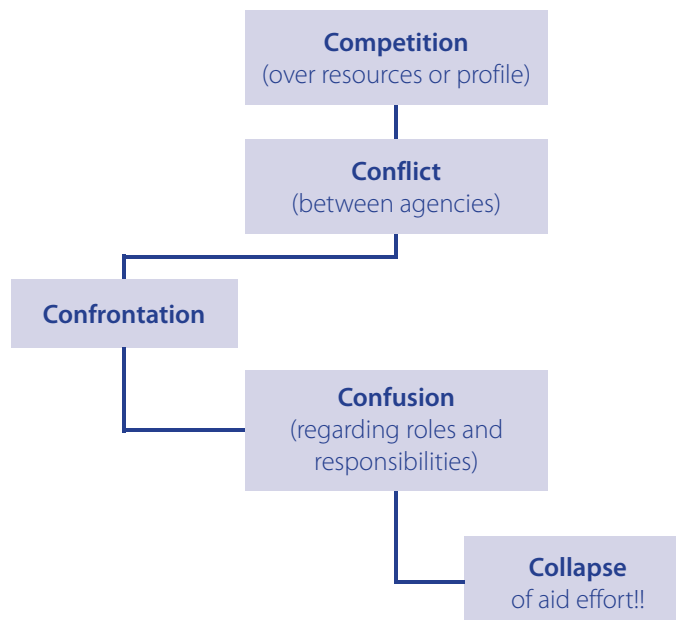


Diagram 2: The negative aspects of poor/no coordination, leading to competition and conflict.



**Exercise 5: Understanding the Principles of Partnership****What is the learning objective?**

- To understand the implications for the Principles of Partnership

**When should this exercise be done?**

- After a session on principle-based guidance relevant to coordination

**How long should the exercise take?**

- 40 to 50 minutes

**What materials are needed?**

- **Handout 5a:** Instructions to working groups
- **Handout 5b:** Discussion points around Principles of Partnership

**Instructions**

**Step 1:** Split the participants into small groups (five people per group).

**Step 2:** Allow 20 to 30 minutes for each group to read and discuss Handout 5a.

**Step 3:** In plenary, for each Principle, solicit feedback on points discussed in groups.



## **Handout 5a: Understanding the Principles of Partnership**

The agencies participating in the Global Humanitarian Platform have agreed to base their partnerships on the following principles:

- Equality
- Transparency
- Result-oriented approach
- Responsibility
- Complementarity

### **Group work**

Why is partnership important?

What do you understand by these principles?

What are the challenges to implementing them?

## Handout 5b: Discussion points around Principles of Partnership

### Points for Plenary Discussion<sup>1</sup>

#### Why is partnership is so important?

Emphasise that humanitarian agencies acknowledge that no single agency can cover all humanitarian needs; and that it was recognised that IASC-led reforms needed broader support from all partners (and not be so centred on the UN)

#### What do the POP mean?

Emphasise the following if they do not come up in the feedback

- Equality: Mutual respect between members of the partnership irrespective of size and power (*the larger more powerful agencies must respect smaller agencies*)
- Transparency: Communication and transparency, including financial transparency, increase the level of trust among organizations.
- Result-oriented approach: Effective humanitarian action must be reality-based and action-oriented (*not just about attending the meetings – our work must show measurable impact*)
- Responsibility: Humanitarian organizations have an ethical obligation to each other to accomplish their tasks responsibly, with integrity and in relevant and appropriate way (*Beneficiary needs should come before organization competition*)
- Complementarity: The diversity of the humanitarian community is an asset if we build on our comparative advantages and complement each other's contributions. (*One or a few organization(s) may not be able to complete a task – whereas additional organizations working together may be able to complete the task – increased HR capacity generally and wider skills mix*)

The five headings and the text that is not in brackets are from the POP. (*Bracketed italic comments are additional thoughts – that may help in understanding what the POP means operationally.*)

During the discussion – emphasise that Humanitarian agencies will need to change the way they operate to implement these principles. Working in partnership requires:

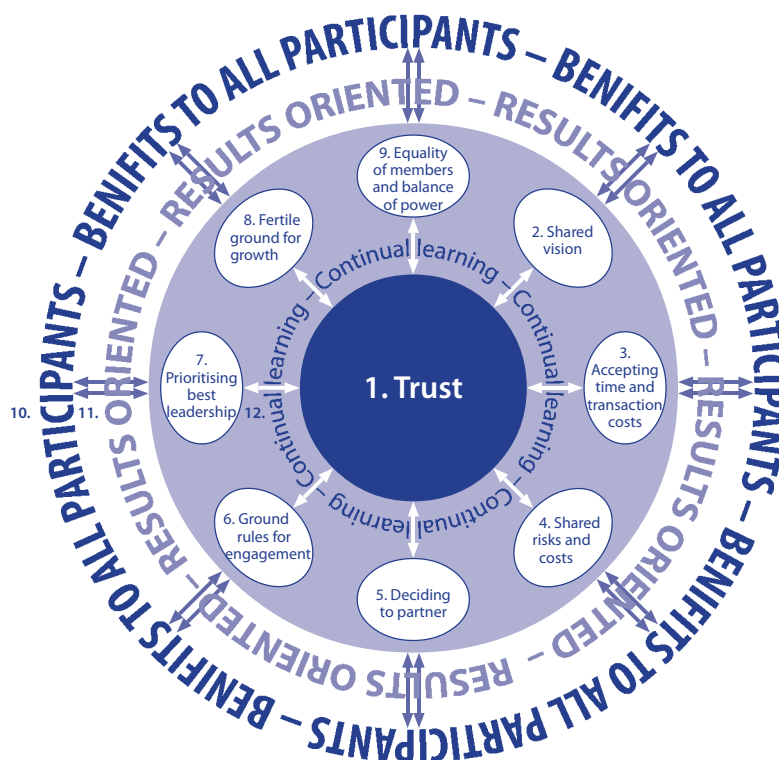
- A change in the mindset of agencies and
- A change in how agencies operate – also
- That genuinely putting beneficiary needs first will overcome many of the challenges of working in partnership

### Building on the Principles of Partnership (PoP)<sup>2</sup>

While the development of the PoP and agencies' commitment to them represent important achievements – in terms of aspirations – the principles do not address the 'how' of effective collaboration and partnership. To address this gap, the 12 Dynamics of Collaboration and Partnerships described here build on the foundation laid by the PoP.

<sup>1</sup> Based on material prepared by V. Forsythe for use in a series of workshops implemented by Merlin UK to promote effective NGO participation in humanitarian coordination mechanisms.

<sup>2</sup> This section is based on material developed by the Inter-Agency Working Group. *Collaboration and Partnership in Humanitarian Action*. By Mark R. Janz with Noelle Soi and Rebecca Russell, World Vision International. Issue 45 – December 2009



### 1. Prioritising trust

Once trust is built amongst collaborating institutions it is much easier to agree on joint action processes, investments and tools.

### 2. Shared vision

Evidence from coordinated efforts and partnerships shows that groups benefit from developing a shared vision for wider influence.

### 3. Accepting time and transaction costs

Building partnerships takes time. Results require commitment, patience and persistence.

### 4. Shared risks and costs

Partnering agencies need to demonstrate financial, staffing and organisational commitment.

### 5. Deciding when to form partnerships

Not all circumstances call for coordination and partnership initiatives. It is neither necessary nor desirable to insist on collaboration for its own sake. Engagement requires incentives to collaborate, parties that are equitably committed and motivated and agreement on desired outcomes.

### 6. Ground rules for engagement

A documented TOR ensures that all parties understand the purpose and structure of engagement. If organisational or inter-personal conflicts arise, these basic agreements can facilitate resolution.

### 7. Prioritising best leadership

Real partnership requires putting the best leadership forward on the basis of adequate capacity.

### 8. Fertile ground for growth

Partnership done well promotes innovation and growth.

### 9. Equality of members and balance of power

The size or influence of agencies ought not to affect equity in shared leadership and decision-making; equality is essential if members are to remain willing to invest their best.

### 10. Benefits for all

Investments will grow if partners can see clear incentives and outcomes valuable to their agency.

**11. Results-oriented action approach**

Success is built when skilled implementers link conceptual tools with global field realities in pursuit of measurable goals.

**12. Perpetuating a Learning Culture**

Successful partnerships and collaboration encourage a learning culture.

In reflecting on the PoP and the 12 Dynamics of Collaboration and Partnership, it is clear that building successful collaborative partnerships between multiple humanitarian agencies takes time, hard work and a shared commitment of resources. Although collaborative efforts are time-intensive and have higher up-front costs, greater return-on-investment results as collaboration unleashes catalytic processes within and between agencies. Increasing creativity, innovation and mobilisation of an important multiplier effect lead towards positive humanitarian outcomes.

**Exercise 6: Putting Principles into Practice****What is the learning objective?**

- To understand that principles have practical significance and are not simply aspirations

**When should this exercise be done?**

- After a session on principle-based guidance relevant to coordination

**How long should the exercise take?**

- 40 to 50 minutes

**What materials are needed?**

- **Handout 6a:** Instructions to working groups
- **Handout 6b:** Discussion points

**Instructions**

**Step 1:** Split the participants into small groups (five people per group).

**Step 2:** Allow 20 to 30 minutes for each group to read and discuss Handout 6a.

**Step 3:** In plenary, solicit feedback on points discussed in groups.

## Handout 6a: Instructions to working groups

On 4 March [2009], the government of Sudan expelled 13 international NGOs and revoked the licences of three national NGOs<sup>3</sup>. In all, 7,610 aid workers – 308 internationals and 7,302 nationals – have been directly affected in Northern Sudan (including Darfur), where these agencies accounted for 40% of aid workers, delivering more than half the total amount of aid.

NGO services – access to water, health and medical services, food rations – have been jeopardised. Assistance to Darfur's 2.7 million-plus displaced people has been severely compromised, and a number of health-related crises are already emerging. In the Three Areas, the repercussions of these expulsions could undermine the gains made in realising the Comprehensive Peace Agreement (CPA). In Eastern Sudan, the expulsion of these agencies has deprived the region of critical food, livelihoods and medical assistance. This situation has brought the *modus operandi* of international humanitarian assistance agencies into sharp focus as those NGOs and UN agencies still in Sudan struggle to plug the gaps.<sup>4</sup>

Several weeks later the Government of Sudan invites 6 of the international NGOs to return on certain conditions:

- They return under different name
- They sign a new agreement with the Government of Sudan
- They desist from publicising their work or conditions in Darfur

**Task:** in working groups, and in the role of representatives of one of these 6 NGOs, consider how you should respond to the invitation from the Government of Sudan. Use the Red Cross/NGO Code of Conduct to help reach a decision. Which of the principles /commitments in the Code became especially prominent in your discussions? What final decision did you reach and why?

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<sup>3</sup> The 13 international NGOs are Action Contre la Faim (ACF), CARE International, Cooperative Housing Foundation (CHF), International Rescue Committee (IRC), Médecins Sans Frontières Holland (MSF-H) and Médecins Sans Frontières France (MSF-F), Mercy Corps, the Norwegian Refugee Council (NRC), Oxfam GB, the Planning and Development Collaborative International (PADCO) (PADCO technically describes itself as a development firm and not an NGO), Save the Children UK and Save the Children US and Solidarités. The national NGOs are Amal Centre for Rehabilitation of Victims of Violence, the Khartoum Centre for Human Rights Development and Environment and the Sudan Social Development Organisation (SUDO).

<sup>4</sup> Text from: *Where to Now? Agency Expulsions in Sudan: Consequences and Next Steps*. A joint ALNAP/HPG paper, 2009.

## Handout 6b: Discussion Points

There are no easy answers! Solicit feedback from the groups. Give each of them time to describe their discussions, highlight any dilemmas that emerged, and what finally swayed them to reach the decision they reached.

It is likely that not all groups will reach a decision, but most probably will.

Try and keep track of the significance and discussion of each of the principles – on flip chart or on screen if this can be projected for all to see.

1. The Humanitarian Imperative – will be a powerful motivator to return, and may indeed clinch the final decision for some groups.
2. Impartiality – this may be compromised, depending on the stipulations of the new agreement to be signed with the Government. If agencies are not permitted free access to areas/populations in need, then they cannot act on those needs.
3. Independence – some may feel this will be compromised simply by agreeing to the stipulations of the government. Others may feel that if they are given enough freedom to operate according to humanitarian standards, then independence may not be lost.
4. Independence again – as above
5. Respecting culture and custom – does this start by respecting the Government? Which cultures/customs should be respected in a diverse population group?
6. Building on local capacities – which local capacities? Whose interests does the government local capacity serve? What is the significance of the licenses of 3 national NGOs having been revoked?
7. Participation – this may still be possible, as long as access is allowed, and as long as affected persons trust you as an independent, humanitarian NGO (and not a Government-controlled entity).
8. Reducing vulnerabilities – what does this mean in a situation of chronic conflict such as Darfur?
9. Accountability – this requires a relationship of trust and transparency. Will the Government permit such close working relations with affected groups?
10. Recognise disaster victims as dignified human beings - this is always possible, no matter the operational constraints.

## 5. Case studies

Case studies are useful for getting participants to think through real-life scenarios. They also provide an opportunity for participants to work in a group and develop their analytical and decision-making skills. Trainers should develop their own case studies which are contextually appropriate to the particular participant group. Ideally, trainers should use scenarios with which they are familiar. More detailed case study exercises have been developed for other modules in the training course.

Two case studies are presented in this section, from Zimbabwe and Haiti.

### Exercise 7: Experiences of coordination in Zimbabwe

#### What are the learning objectives?

- To understand the aims and objectives of coordination mechanisms
- To understand the range of issues that can be addressed through such mechanisms
- To understand the processes involved in coordination

#### When should this exercise be done?

- When issues around coordination have been covered

#### How long should the exercise take?

- 2 hours 30 minutes

#### What materials are needed?

- **Handout 7a:** Experiences of coordination in Zimbabwe
- **Handout 7b:** Experiences of coordination in Zimbabwe: Model answer

#### Instructions

**Step 1:** (15 min.) Ask participants to read the handout.

**Step 2:** (60 min.) Organise participants into working groups to discuss questions.

**Step 3:** (30 min.) Working groups should prepare a presentation of their conclusions.

**Step 4:** (30 min.) Working groups should present findings back to plenary.

**Step 5:** (10 min.) Trainer should give out Handout 7b and allow participants to read.

**Step 6:** Plenary should discuss all presentations in light of Handout 7b.

#### Key points for feedback in plenary

- ➔ Coordination mechanisms can fulfil a critical advocacy role.
- ➔ Coordination mechanisms can resolve 'tricky' technical issues.
- ➔ Coordination mechanisms can 'plug' vital gaps in response and capacity.



## Handout 7a: Case study I: Experiences of coordination in Zimbabwe

*Time for completion: 1 hours 45 minutes*

*Read Handout 5a and answer the following questions:*

- 1. What type of coordination mechanism would you try to establish in Zimbabwe?*
- 2. Identify and prioritise the key challenges facing the nutrition sector in Zimbabwe.*
- 3. How would you address these challenges?*

*Working groups should prepare a presentation of findings and present these back to plenary/the class.*

### Background

Over the past several years Zimbabwe has experienced political and economic upheaval resulting in rampant inflation, drought, unemployment, food shortages and general deterioration across multiple sectors. Combined they have the potential to create a nutritional crisis.

In 2004 there was a vacuum in the coordination of nutrition activities in Zimbabwe and many challenges facing the humanitarian sector as follows:

### Key challenges

#### Coordination and leadership

There were differing perspectives on the humanitarian situation, particularly between the Government of Zimbabwe (GoZ) and the international community, leading to debates about whether Zimbabwe's situation was an emergency. As a result, the United Nations had to be flexible in its humanitarian programming in order to address specific needs. Furthermore, although GoZ was nominally in charge of coordinating emergency nutrition interventions, it did not play an active role in this.

#### Thresholds and supplementary feeding

The GoZ had its own established protocols for the treatment of acute malnutrition which were not entirely in accordance with international protocols. For example, GoZ has a threshold of responding when acute malnutrition is above 7 per cent. The national policy on supplementary feeding dictates that all supplementary feeding is blanket wet feeding of all children less than five years of age in geographical areas identified with high acute malnutrition. With current shifts in global thinking on emergency thresholds, and with trend analysis indicating a deteriorating situation with regard to acute malnutrition, partners were willing to intervene using the national threshold of 7 per cent. However, international agencies were generally not supportive of the delivery mechanisms in the national supplementary feeding policy. Evaluation of the large-scale blanket wet supplementary feeding programme in 2003 was not positive in terms of resources and opportunity cost.

#### Capacity and data

Due to the limited capacity of the GoZ health system, its ability to monitor the impact of emergency nutrition programmes was challenging, especially as there were more than 60 Ministry of Health and Child Welfare (MoHCW) hospital-based therapeutic feeding sites across the country. It was therefore difficult to establish the actual numbers of admissions, performance of therapeutic feeding sites, types of support required, commodity needs and sites that required external support. Much of the contingency planning was based on weak data.

#### The economy

Hyperinflation of more than 15,000 per cent made the programming logistics very difficult. The unavailability of cash and fuel was particularly problematic. Local non-governmental organizations (NGOs) often found it difficult to get into the field and staff salaries were eroded, affecting morale and staff turnover.

**Donors**

There was and continues to be a difficult donor and funding environment in Zimbabwe with restrictive conditions on funding, with support mainly to humanitarian interventions and restriction on support to government interventions. This posed challenges when emergency nutrition interventions were primarily the domain of the government. It was very difficult to attract support to treat malnutrition in the context of HIV and AIDS although donor advocacy and proposals linking malnutrition to HIV resulted in some success in attracting funding.

**Brain drain**

Zimbabwe has a strong nutrition infrastructure with tertiary training in nutrition and also provincial and district level nutritionist positions within the MoHCW. However, the brain drain over the past several years has meant that many of these positions are now vacant or are filled by new graduates with limited experience. Because of this there is a diminishing capacity to implement quality nutrition programmes, including the treatment of severe malnutrition.

**Addressing chronic nutritional problems**

Nutrition trend analysis in Zimbabwe has shown increasing levels of chronic malnutrition and the demographic and health surveys (DHS) of 2005-2006 found national levels of stunting of 29 per cent. Addressing chronic malnutrition requires an integrated response, including food security, care practice, health aspects of malnutrition and water and sanitation. However, Zimbabwe does not have a national nutrition policy in which to frame these interventions. A 2005-2006 nutrition intervention mapping exercise found that the focus of NGO nutritional activities was on food security with few organizations working on the health and care components of malnutrition.

## Handout 7b: Experiences of coordination in Zimbabwe: Model answer

There is no model answer to this case study but below is a brief description of the coordination mechanisms that were established by UNICEF and other agencies and the way some of the challenges highlighted in Handout 5a have been addressed.

### Coordination structure established by UNICEF

Through a process of negotiation, UNICEF was given permission to establish the Nutrition Technical Consultative Group (NTCG) with a focus on consultation and sharing of best practices rather than coordination. Since August 2004 the NTCG, chaired by UNICEF, has been meeting monthly and has been increasingly accepted by governments as the United Nations' nutrition coordination mechanism. Over the past year there has been wide consultation in Zimbabwe on moving towards cluster coordination. While the cluster approach has not yet been officially activated in Zimbabwe, the approach has been collectively endorsed at a workshop on humanitarian reform in June 2007 and by the IASC country team. The next steps are for the IASC country team to make a formal submission to the emergency relief coordinator.

### Achievements of NTCG and partners

#### Greatly expanded reliable data

Given reluctance of the MoHCW to allow nutrition surveys, few have been conducted since 2003 to inform programming. In 2004 UNICEF started supporting the Food and Nutrition Council to establish a National Food and Nutrition Sentinel Site Surveillance System (FNSSS). The system now collects data bi-annually at 23 sites but is flexible and can be expanded to respond to worrying trends. This occurred following the June 2007 assessment and has resulted in the October 2007 assessment covering 60 rural districts and selected urban sites. Through the FNSSS, the country now has access to timely nutrition data to inform programming. The NTCG has facilitated NGO involvement in the FNSSS in their areas of operation and NGOs are encouraged to participate in the FNSSS rather than conduct their own surveys.

The NTCG has undertaken an intervention mapping exercise for the nutrition sector. The 2005-2006 Who-What-Where Atlas has been developed to serve as a planning tool for improved coordination in nutrition. Continued mapping is planned on an annual basis to determine the response capacity of the sector and to identify key players for specific activities. In June 2007 the second Nutrition Atlas was published, which is part of a broader initiative that includes intervention mapping for child protection and water and sanitation. Mapping exercises include already implemented activities as well as planned activities in order to further strengthen coordination. Data collection tools are standardised to promote recognition and participation among partners.

#### Dealing with the consequences of hyperinflation

Through the coordination mechanisms supported by the United Nations, NGOs receive payment in USD or USD equivalent to provide fuel to implementing partners and to disburse funds in ZWD based on the timing of an activity rather than disbursing funds in large lump sums.

#### Brain drain

UNICEF has been providing support to the National Nutrition Unit in the establishment of community-based nutrition programming, including community-based therapeutic care, to alleviate the strain on health services. Some NGOs provide nutrition support to health clinics, but few NGOs have been involved because historically the MoHCW has had good capacity to handle these functions. UNICEF, through the NTCG, has been working to improve government and NGO collaboration.

#### Addressing chronic nutritional problems

In 2007 the NTCG emphasized capacity development of its members and a number of training workshops were held to broaden nutrition skills. Plans are in place to develop a national nutrition policy and the NTCG will be included in the consultation process.

#### NTCG and HIV programming

The NTCG has acted as a forum for presenting, sharing and discussing best practices in nutrition and HIV – an emerging area where new findings and guidelines regularly enter the public domain. It has opened membership to include agencies working with HIV-related issues.

**Emergency preparedness**

The NTCG has maintained a degree of emergency preparedness for Zimbabwe with coordination mechanisms in place for a scaled up response if needed. The group meets monthly and is active in emergency preparedness activities, including contingency planning and capacity development.

Currently, many non-specialists are working in the nutrition sector as well as members of the NTCG. Based on findings from the Nutrition Atlas and from a training needs assessment done with members of the NTCG, a training programme was conducted in 2007 with an emphasis on nutrition education for people living with HIV and AIDS.

**Cluster approach**

There has been considerable consultation around Zimbabwe becoming a country cluster. Several workshops have been conducted on United Nations humanitarian reform, and specifically on cluster coordination and what it means for Zimbabwe. Deliberations from these meetings and workshops are always fed back to the NTCG and the group is in the process of discussing possible implications for nutrition coordination so that all members are fully aware and have participated in the process.

**Coordination**

The 'Atlas' intervention mapping exercise, which describes who is doing what and where in the nutrition and water and sanitation sectors, has been a successful initiative to link coordination between the sectors. There is strong representation of different sectors in each of the coordination meetings along with strong informal linkages.

**Exercise 8: Experiences of coordination through the Nutrition Cluster in Haiti****What is the learning objective?**

- To understand the aims and objectives of coordination mechanisms
- To understand the range of issues that can be addressed through such mechanisms
- To understand the processes involved in coordination

**When should this exercise be done?**

- When issues around coordination have been covered

**How long should the exercise take?**

- 2 hours 30 minutes

**What materials are needed?**

- **Handout 8a:** Experiences of coordination in Haiti
- **Handout 8b:** Experiences of coordination in Haiti: Model answer

**Instructions**

**Step 1:** (15 min.) Ask participants to read the handout.

**Step 2:** (60 min.) Organise participants into working groups to discuss questions.

**Step 3:** (30 min.) Working groups should prepare a presentation of their conclusions.

**Step 4:** (30 min.) Working groups should present findings back to plenary.

**Step 5:** (10 min.) Trainer should give out Handout 8b and allow participants to read.

**Step 6:** Plenary should discuss all presentations in light of Handout 8b.

**Key points for feedback in plenary**

- ➔ Coordination mechanisms can fulfil a critical advocacy role.
- ➔ Coordination mechanisms can resolve 'tricky' technical issues.
- ➔ Coordination mechanisms can 'plug' vital gaps in response and capacity.

## Handout 8a: Experience of coordination through the Nutrition Cluster in Haiti

*Time for completion: 1 hour 45 minutes*

*Read the case study below and answer the following questions:*

1. *What lessons do you learn from the Haiti experience?*
2. *What would you do differently if you were asked to act as the Country Nutrition Cluster coordinator in a new emergency?*

*Working groups should prepare a presentation of findings and present these back to plenary/the class.*

### Nutrition Cluster Coordination in Haiti<sup>5</sup>:

On 12 January 2010 an earthquake measuring 7.0 on the Richter scale, hit Haiti. The earthquake struck 17 km south-west of Haiti's capital, Port-au-Prince (PauP), which suffered extensive damage. Nearby cities were also severely affected. By mid-February, the number of people killed stood at 217,000 with over 300,000 wounded. The Government of Haiti estimated that three million people had been directly affected, of which 1.9 million lost their homes and over 1 million were displaced.

The extent of physical destruction and loss of life, the emotional and physical trauma faced by survivors and the logistical bottlenecks were considerable. The fact that the earthquake had 'decapitated' much of the capital city posed a particularly challenging context for the humanitarian response.

The Nutrition Cluster was formally activated 1 week after the crisis started. Two days after the earthquake struck, a Global Nutrition Cluster (GNC) emergency coordination (telephone) meeting was held with many of the global partners. These meetings were held every two to three days for the first two weeks, then twice per week and thereafter as needed. The meetings provided an opportunity for key GNC partners to share information on the assessment of the situation, discuss key nutrition issues of concern, to provide an update on who was doing what, where and when (3 W's) and to develop guidance where needed.

### Country Level Coordination

Three weeks after the earthquake struck, a country nutrition cluster (CNC) team was fully functional with one CNC Coordinator, one deputy CNC Coordinator, one Infant feeding/community management of acute malnutrition specialist, an assessment-monitoring specialist and Information Management specialist.

The immediate concerns of the CNC Team were on ensuring the scale-up of critical nutrition interventions to prevent and treat acute malnutrition as follows:

- Blanket supplementary feeding
- Protecting and supporting optimal infant and young child feeding
- Minimising the risks of artificial feeding
- Micronutrient supplementation-Vitamin A (and zinc/ORS and de-worming)
- Mapping referral centres for the treatment of severe acute malnutrition
- Control and coordination of unsolicited breast milk substitutes
- Capacity building

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<sup>5</sup> Source: *Country and Global Level Cluster Coordination Experiences and Lessons Learnt*. By Carmel Dolan and Mija Ververs. Field Exchange issue 39. September 2010.

### Country Cluster meetings

The country cluster coordination meetings were the main forum for bringing together agencies and government concerned with the nutrition response. The scope of these meetings was on exchanging information on population needs, funding streams, press releases, training needs, scaling up of response plans, supply plans, geographical mapping, etc. Cluster partners also used these meetings to express their operational constraints, challenges and needs and to discuss possible solutions.

Critically important, the Director of Nutrition of the Ministry of Health (MoH) co-chaired the meetings with the CNC Coordinator. Government leadership helped ensure that the cluster was working within existing national nutrition policies and guidelines and that new policy and guidance was not being agency driven but government led.

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### Key areas of activity

Within one month, some of the key activities put in place in Haiti by the CNC Team with the support of the GNC and the Haiti Nutrition Cluster partners included:

- A website where relevant nutrition information was accessible for all partners.
- An overview of interventions the 'three W's'-Who, Where and What.
- A draft CNC strategy with short and mid-term objectives and activities.
- A Joint Statement and press releases with MoH on infant feeding issues
- A gap analysis of geographical areas of concern and not sufficiently covered by nutritional services
- An 'antenna service' of NGOs to verify daily reporting of groups of children with uncovered and urgent nutritional needs
- Geographical mapping of existing referral points for the treatment of severe acute malnutrition
- The first blanket supplementary feeding programme
- Nutritional programmes for Residential Child Care centres throughout PauP
- A support system for partners to scale up IFE programmes
- Active participation of the CNC Coordinator in inter-cluster meetings

### Challenges experienced at country level

The humanitarian needs in Haiti were tremendous, especially in relation to food, health, shelter and sanitation. The onset of the early rains in February added to the urgency to scale up of what was a slow response in many of the sectors as all struggled to overcome enormous operational challenges. Some of these challenges were as follows:

#### Capacity Gaps

A key underlying constraint for many agencies was a shortage of implementing partners. There were also serious capacity gaps – such as for the treatment of severe acute malnutrition and a lack of available nurses (since many had died after the collapse of a central nursing school). It also proved hard to get French or Creole speaking nutrition experts and many in-country-nutrition staff (both national and international) who survived the earthquake, were deeply traumatised and were unable to work effectively while others left their posts to deal with personal matters arising from the earthquake.

### Understanding the Cluster Approach

The Cluster approach was not fully understood in the early stages of the emergency. Even UNICEF staff struggled to establish a working dynamic with the Nutrition Cluster Coordinator. Cluster activities were not readily viewed as a UNICEF specific concern so were not covered in internal UNICEF meetings. Over time, however, these problems were resolved as awareness and understanding of the Nutrition Cluster increased.

An additional challenge emerged when the Nutrition Cluster went beyond the mandate of UNICEF, by identifying the elderly as a particularly vulnerable group. Though firmly within the Cluster's mandate, it conflicted with UNICEF's focus on women and children. The Nutrition Cluster had to advocate for the needs of the elderly to be incorporated in the Flash Appeals (FA) so that agencies with a mandate to meet their needs were able to access funds.

### Flash Appeals

The FA had to be revised to take account of new assessment information; agencies project proposals and a one year time horizon for programming. These revisions demanded a great deal of work by all Cluster Coordinators. But, as the Country Nutrition Cluster (CNC) Coordinator put it, 'time spent on the Flash Appeal text was time not spent on support to scaling up of life saving programmes'. So, in order to ease the burden and to avoid potentially negative impact on the response, the global cluster coordinator took a central role. A key constraint, however, was that although various assessments had been undertaken, reporting from these was very limited and so new information on needs was not readily available to inform the revisions.

### Infant and Young Child Feeding

A serious concern was the care of separated young children and infants whose mothers were traumatised by the crisis. Unsolicited donations arrived or were planned (e.g. powdered infant formula, milk powder, frozen donor breast milk). It took an estimated 25 per cent of the CNC Coordinator's time to try to control unsolicited goods.

Assessment of need for artificial feeding proved extremely difficult as there was little data on which to base estimates. For example, some infants housed in orphanages had families living elsewhere. The lack of detailed programming guidance on how to manage artificial feeding in an emergency meant that the CNC team and partners had to work from scratch to develop terms of reference, supply chain management, monitoring tools, etc. Significant progress was then made and much learning emerged. Nevertheless, the inadequacies of the general food ration were a major concern; staff found it difficult to counsel on child feeding practices when mothers were reporting their ongoing lack of food.

The CNC Team and MoH issued a Joint Statement to reduce the risks and damage done by those importing the breast milk substitutes. The media was used to convey messages to the international sphere, and subsequently, those that continued to breach the Code were named and shamed. Such damage-limitation efforts did work to a certain extent, but it was highly labour and time intensive.

### Supplies Constraints

The nutrition supply pipeline from UNICEF in Haiti was complex and the system did not function well. Changes to the nutrition supply lists were made at higher organisational levels including HQ and the regional office, over-ruling decisions made by nutritionists at field level. This created confusion, delay and tensions. UNICEF nutritionists did their utmost to start mapping out the availability of supplies and forthcoming needs as early as possible, especially because scaling up of programmes was envisaged. However, the biggest weakness was on coordination of the logistics chain and UNICEF was unable to move supplies from well-stocked warehouses to the field in a timely manner at the beginning.



## Handout 8b: Experience of coordination through the Nutrition Cluster in Haiti: Model answer

The following pointers might be useful for group discussion:-

### Lessons:

Don't underestimate the importance of personal characteristics of key individual stakeholders involved.

There is no model way of working through a cluster; each country cluster will have its own unique style and dynamic, based on the individuals around the table.

Communication takes time, and can be effectively facilitated through expert attention.

Massive pressures (e.g. from the media) can be overcome with strong positions based on sound evidence/experience. Allies can lead/reinforce such efforts.

Clusters need to offer a service and be of use to its members; the more that members find it of benefit to participate in nutrition clusters, the more they are likely to invest in active cooperation and joint planning.

### For the future:

Consider the competencies and roles required for an effective Country Nutrition Cluster coordination team, and make efforts early on to recruit to these posts (e.g. a communications expert to synthesize data, develop web-based systems, produce graphics etc).

Spend time early on to develop relationships with key stakeholders through bilateral conversations. Get to know the people involved and their strengths and limitations.

Be inclusive in terms of who participates in a cluster- much can be learned from others, and possible problems can be avoided by having others 'on-board' from early on.

If it's at all possible and appropriate, develop close working relations with the government and local authorities (even consider co-chairing the cluster meetings). Such experience can help build national skills for coordination; government could be a helpful ally in any damage limitation necessary; and government could be an effective bridge to longer-term recovery.

Listen to Cluster partners, their needs and constraints, and use the Cluster mechanism to provide relevant and timely support/resources. If the Cluster is seen to be useful, then partners will invest in it. Coordination is, after all, about improving response.

## 6. Field-based exercises

This section outlines an idea for an exercise that can be carried out as a form of field work. It requires a lot of preparation, and needs a 'host' for the visit. This could be a government-, international NGO- or an UN-led coordination meeting. The meeting must be able to host a student group. Agency participants must all be in agreement that the meeting can be observed. This is critical as it is important that participants are allowed to observe all aspects of a meeting even where they include disagreement and robust debate.

### Exercise 9: Understanding the workings of emergency coordination meetings

#### What are the learning objectives?

- To understand the aims and objectives of coordination mechanisms
- To understand the range of issues that can be addressed through such mechanisms
- To understand the processes involved in coordination

#### When should this exercise be done?

- When coordination has been fully covered and as part of a longer training course

#### How long should the exercise take?

- One and a half days: two hours to prepare, up to four hours for the meeting, two hours to de-brief in working groups and four hours to prepare presentations and discuss these in plenary

#### What materials are needed

- **Handout 9a:** Observing a coordination meeting
- Pens, paper, clipboard

#### What does the trainer need to prepare?

- The trainer needs to make arrangements with the coordination body and conduct a number of interviews to inform the briefing paper which is part of Handout 9a.
- Ensure that there is full security clearance and medical support.

#### Instructions

**Step 1:** Give participants Handout 7a and allow them time to read it.

**Step 2:** In working groups, participants consider the questions and possibly add more.

**Step 3:** Attend the coordination meeting.

**Step 4:** De-brief in working groups; each should prepare a presentation for plenary.

**Step 5:** Working groups present their findings to each other in plenary.

**Step 6:** Plenary discusses findings and lessons learned.

#### Key points for feedback in plenary

- ➔ What are the impediments to coordination?
- ➔ What constitutes effective coordination?
- ➔ How can effective coordination lead to better outcomes?

## Handout 9a: Observing a coordination meeting

*Time for completion: One and a half days*

### Briefing paper for participants

The trainer should prepare a handout that describes the history of the coordination body as well as the roles and responsibilities of different agencies, and the coordination body's mandate and objectives. The handout should also describe the activities, achievements and challenges of the group as well as information on different dynamics within the group. This will require the trainer to do bit of 'homework' before involving interviews with different members of the group.

Participants should be organised into three or four working groups (depending on the make up of the coordination body) and be given time to read the handout about the coordination body.

The working groups could then be given responsibility for observing different stakeholders at the coordination meeting: UN agencies, NGOs, donors and government.

Each group should then be asked to take notes on a number of questions/issues/areas that may arise at the meeting. These may include the following;

- a) Was the meeting well-planned? What evidence was there of this conclusion?
- b) What appeared to be the primary objectives of the meeting and to what extent were these met?
- c) What were the key roles played by participants?
- d) What were the subjects covered at the meeting? Were they adequately covered? Were actions agreed?
- e) What, if any, were the points of tension or disagreement at the meeting?
- f) How did these manifest themselves and what was your understanding of why they occurred? How were these resolved?
- g) Were certain views more predominant than others?
- h) How well chaired was the meeting and how effective did it appear to be as a coordination body/mechanism?
- i) How would you change the coordination mechanism/process in order to enhance coordination?

