



A GLOBAL NGO NETWORK  
FOR PRINCIPLED AND EFFECTIVE  
HUMANITARIAN ACTION



**UNHCR**  
United Nations High Commissioner for Refugees  
Haut Commissariat des Nations Unies pour les réfugiés

## HC Structured Dialogue with NGOs and IFRC Chad, 11 – 16 October 2015



### Executive Summary:

A joint ICVA and UNHCR mission on the implementation and monitoring of the High Commissioner Structured Dialogue on partnership between UNHCR, the International Federation of the Red Cross and NGOs took place in Chad from 11 to 16 October 2015. The aim of the mission was to evaluate the partnership between these organizations and to support actions aimed at strengthening their collaboration and complementarity. Two workshops were held in N'djamena and Goz Beida.

### General Considerations:

- The pre-workshop questionnaire, in line with the results of previous missions, revealed a limited knowledge, among the participants, of the Dialogue and its recommendations. The commitment to strengthen the partnership, however, is high. Participants in both, the field and the capital, have reported a significant improvement of the partnership, in the last three years, in terms of **information sharing, communication and joint planning**, mainly because of leadership change.

- The aspects of partnership that are still challenging are: **the low awareness of organizational mandates**; **lack of discussions on assistance to displaced persons and host populations**; **the lack of resources available** for UNHCR's partners, the latter due to decreasing interest of donors, limited resources and limited necessary links between the humanitarian and the development actors.
- The four recommendations of the Structured Dialogue identified by participants as key priority were: **Joint advocacy, joint assessment and analysis, strengthening capacities and information sharing.**

### **Key recommendations:**

#### **Joint Advocacy:**

- Work together for a common resource mobilization strategy;
- For Government to play a greater role as donor;
- Strengthen enforcement of laws on prevention and response to gender-based violence;
- Develop a common advocacy strategy with clear link between emergency and development;
- Advocate with donors to facilitate access of national NGOs to international funds;
- Develop respective capacities in advocacy.

#### **Strengthening Capacities:**

- Map the available resources inside national and international partners and capitalize on their skills and expertise to organize in-country capacity strengthening activities. Partners will conduct a self-assessment to identify locally available skills and expertise (finalized by mid-January);
- Specific training are needed on management, participatory approaches and protection;
- Identify skills, capacities and expertise locally available and online as well as capacity building models that work well on the ground.

#### **Joint assessment and analysis:**

- Participants in the meeting will improve coordination by formalizing the process of analysis and joint assessment within the next three months;
- Tools and methodology will also be improved, within the next three months, and will involve all stakeholders in the design,
- Joint analysis capacities will be strengthened by organizing a training workshop in the first half 2016 and by setting up a multifunctional team in Goz Beida.

#### **Information-sharing:**

- It will be helpful to have key documents translated in French, particularly policies and guidelines;

- All participants are committed to improve information sharing among themselves, particularly from the capital to the field level.

### **Next steps:**

- The UNHCR team in Goz Beida will convene a meeting with partners to take stock of the partnership, within three month.
- The mission members will also organize a call, in three months' time, to follow-up on the implementation of the actions agreed.

### **Conclusions:**

Based on these workshops and bilateral meetings with various partners, members of the mission reached the following conclusions:

- There is still very little knowledge of the Structured Dialogue at the level of NGOs as well as within UNHCR. The mission team reiterates the recommendation to ensure proper dissemination about the Structured Dialogue, at both UNHCR and NGO level;
- These meetings are useful for both, UNHCR staff and partners, to reflect together on ways to improve the quality of assistance that is delivered and the strategic thinking. Participants in the meeting expressed the wish for such meetings take place regularly;
- Joint Advocacy is at the heart of concerns and is the space where it is possible that the most progress and tangible results for the benefit of all. It relates to everything;
- The Structured Dialogue is the starting point for a much broader discussion on partnership and its dynamics. Discussions are always very rich, outside the ordinary discussions on partnership and with concrete recommendations.
- These missions provide useful information on the dynamics between the different actors of an operation, and allow UNHCR, ICVA, InterAction and their partners to have strategic reflection on partnership provide better field support;
- Finally, they provide privileged access to national NGOs. These missions are one of those rare occasions, for the UNHCR's Partnership Section, to hear directly from national NGOs their concerns, priorities and ideas.

## **Context:**

The follow-up mission on the High Commissioner Structured Dialogue on partnership between UNHCR, the International Federation of the Red Cross and NGOs took place in Chad from 11 to 16 October. It follows previous missions in the Democratic Republic of Congo, Pakistan and Kenya and regional consultations in Thailand and Senegal.

The missions were co-facilitated by Liliane Bitong Ambassa, ICVA, and Tiziana Clerico from the Partnerships Section, UNHCR Geneva. Two sessions were organized, one at field level, in Goz Beida, and the other in the capital, N'djamena.

32 people (eight UNHCR staff) took part in the meeting of Goz Beida and 19 people (including five UNHCR staff) took part in the meeting in N'djamena.

In addition to the workshops, members of the mission held bilateral meetings with the staff of several organizations.

## **Methodology:**

Both workshops followed the same methodology:

Upon arrival in the room and before starting the workshop, participants were asked to complete a questionnaire enquiring their knowledge of the Structured Dialogue and if they had seen improvements in the partnership in terms of information sharing, advocacy, joint planning and management of funds.

The workshops began with a quick overview of the Partnership Principles, the Structured Dialogue and the 10 recommendations that resulted, followed by a discussion on the aspects of the partnership that works and those in need of improvement. Participants then indicated which of the ten recommendations were more relevant in their context. This helped establish working groups whose task was to analyse what works, what needs to be improved and to make concrete recommendations to do so. To the extent possible, each working group contained at least one UNHCR staff.

## Workshop Goz Beida, 13 October 2015

Below are the results of the pre-questionnaire:

**77%** of the participants never heard of the Structured Dialogue

**53%** indicated improvements in information

**40%** indicated improvements in joint advocacy

**60%**. Indicated improvements on planning

Only **23%** indicated improvements in funds management,

### **What works:**

- There has been improvements in **information sharing** from UNHCR and partners in Goz Beida particularly with relation to programs and information from HQs;
- **Planning** has also improved and the project planning is a joint exercise, although some of the partners are not fully implicated;
- The **joint assessment** is more transparent even if operational NGOs could be more engaged;
- The AGDM (Age, gender and diversity mainstreaming) facilitates the inclusion of refugees and the consultation with technical working groups work well.

### **What should be improved:**

- Knowledge of the respective mandates;
- The flow of information between Ndjamena and the field is poor for some partners and can hinder the implementation of some decisions on the ground;
- Integration of sustainability frameworks since the onset to preclude the perceived disengagement of development actors and for integrating populations internally displaced and host populations;
- Lack of encouragement vis-a-vis NGOs to be independent from UNHCR when mobilizing funds for assessed priorities;
- National NGOs have limited means and require INGO support to develop identified gaps;
- Limited knowledge of UNHCR's working tools and how to best use them (lack of training sessions).

The participants were asked to choose the recommendations that they wanted to work in depth. **Information sharing** and **joint advocacy** strategies obtained 17 preferences; **capacity strengthening** came in third with 15 preferences followed by **joint analysis and evaluation** with 13.

The working groups had identified for these four themes, the positive aspects of the partnership, the shortcomings and some recommendations to improve the situation.

	Positif	Négatif	Recommandations
Joint analyses and evaluations	<ul style="list-style-type: none"> <li>• AGDM and participatory approach;</li> <li>• Monitoring;</li> <li>• COP;</li> <li>• Problem Analysis</li> </ul>	<ul style="list-style-type: none"> <li>• PA results are not shared with PoCs;</li> <li>• MFT are not in place</li> </ul>	<ul style="list-style-type: none"> <li>• Put in place MFTs;</li> <li>• More flexibility/continuity in information sharing</li> </ul>
Information sharing	<ul style="list-style-type: none"> <li>• All actors participate in the monthly humanitarian coordination meetings;</li> <li>• Bulletin on humanitarian situation is regularly shared;</li> <li>• Establishment of an office on movements and security;</li> <li>• Provision of information tool (e.g. internet) to partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Information shared disproportionately among partners;</li> <li>• Real time information are insufficient;</li> <li>• Provision of communication tools insufficient;</li> <li>• Too many documents are in English and not translated;</li> <li>• Info sharing tools are not commonly developed</li> </ul>	<ul style="list-style-type: none"> <li>• Each NGO and UNHCR must make information sharing a necessity and an obligation;</li> <li>• Access to information technology must be facilitated ;</li> <li>• Share information in real time to all actors involved;</li> <li>• Partners needs to be trained in the use of information sharing tools;</li> <li>• Ensure availability of documents translated in French</li> </ul>
Capacity strengthening	<ul style="list-style-type: none"> <li>• Availability of staff to be trained;</li> <li>• Willingness to be trained;</li> <li>• Structural framework for training</li> </ul>	<ul style="list-style-type: none"> <li>• Insufficient financial resources and equipment;</li> <li>• Qualified personnel insufficient;</li> <li>• Unwillingness INGOs to actually build the capacity of NNGOs;</li> <li>• Competition between INGOs and NNGOs;</li> <li>• Lack of policy support measures</li> </ul>	<ul style="list-style-type: none"> <li>• Increase mobilization of financial resources;</li> <li>• Map capacities and gaps;</li> <li>• Constitute a group in charge of capacity development;</li> <li>• Reinforce technical sectors of the Government;</li> <li>• Capitalize on the different capacities use them before using external facilitation or support</li> <li>• Support to NNGOs is key for follow up and to ensure coherency in our work</li> </ul>
Joint advocacy	<ul style="list-style-type: none"> <li>• Ability to get together to discuss the land acquisition of refugees and host;</li> </ul>	<ul style="list-style-type: none"> <li>• Low capacity of NNGOs to mobilize financial resources;</li> </ul>	<ul style="list-style-type: none"> <li>• Involve partners and development stakeholders in the search for resources, lobbying, capacity building, and prioritization of actions;</li> </ul>

	<ul style="list-style-type: none"> <li>• Integration of Government representatives in different activities (education, health , agriculture)</li> </ul>	<ul style="list-style-type: none"> <li>• Low involvement of development partners;</li> <li>• Little lobbying with potential donors;</li> <li>• Poor preparation for the transition to development;</li> <li>• Language (most documents are in English )</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a common advocacy strategy which includes a link between emergency and development;</li> <li>• UNHCR should advocate with donors to facilitate access to international funding of NNGOs;</li> <li>• Develop and use complementary capacities</li> <li>• There are many untapped resources in government and humanitarian actors. We should look at those funds, particular the government ones.</li> </ul>
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The meeting ended with a general consensus on the benefits of meetings of this kind.

## Workshop in N'Djamena, 15 octobre 2015 :

**67%** of the participants never heard of the Structured Dialogue

**92%** indicated improvements in information

**75%** indicated improvements in joint advocacy

**92 %.** Indicated improvements on planning

**73%** indicated improvements in funds management,

**100%** of the participants are committed to improve the partnership process

**Antonio Canhandula**, UNHCR Representative in Chad, opened the meeting by reminding UNHCR's commitment to refugees and persons of concern, and the importance of trust between partners. He then invited the participants to introduce themselves.

**Tiziana Clerico** introduced the Principles of Partnership: adopted in 2007 by humanitarian actors constituting the Global Humanitarian Platform, the principles of **equality, transparency, results-oriented approach, responsibility and complementarity** are expected to govern the relationship between humanitarian partners.

Explaining that 75% of UNHCR's partners are national NGOs, she then presented the approach of UNHCR's partnership, the organization's efforts to address the criticism of arrogance that was often attached to it, and mentioned the partner portal. She concluded by stating that UNHCR's donors were very vigilant in relation to the UNHCR partnership relationship with NGOs.

### **The participants at the meeting wanted to know :**

- What concept of equality UNHCR adopts particularly given the differential treatment of indirect costs for international and national NGOs?
- How UNHCR ensures that the Structured Dialogue is understood and implemented internally, both by the Snr Management as well as by functionaries who interact with partners on the ground?
- Why donors give more interest and therefore funding to the Syrian crisis compared to others?

**Liliane Bitong Ambassa** , ICVA Representative for West and Central Africa , then presented the ten recommendations of the Structured Dialogue and the aspects that have been followed up , including the trilateral strategy for capacity building .

Participants were then asked to state what is working in partnership and those who are not working.



### **What works :**

- Information sharing;
- Communication;
- The involvement of partners in the decisions and political reflections , accentuated in 2015;
- Since last year partners are more involved in advocacy on fundraising activities;
- There is progress in equality;
- Access to Snr. Management has improved;
- There is a certain level of flexibility and understanding in context ( budgeting alignment);
- Availability of UNHCR officers to assist or accompany partners;
- Strengthening partners capacities particularly those linked to programming;

All these changes started about three years ago

### **What should be improved:**

- Some NGOs are not always transparent about the use of funds;
- UNHCR should improve its assistance to IDPs, despite its mandate that focuses on refugees, he could review some approaches.
- UNHCR should have more consideration for partners.
- Some NGOs should de-complex vis-à-vis the UNHCR
- Equality remains an unattainable ideal. It may be better to use the word respect, walk together for the interest of the beneficiaries
- Issues arising from perceptions of history and of capacity
- Contractual arrangements are unbalanced: the partners have many more obligations than UNHCR. Annexes should be reviewed and adapted to a specific context
- The perception that UNHCR has of NGOs: NNGOs feel that their needs are less well catered for, while on the contrary INGOs feel (confirmed by UNHCR) for two years, NNGOs are favored, receiving priority vehicles for example. NGOS should also improve communication among themselves;

Finally, participants were asked to indicate on post it, the two key recommendations of the Dialogue on which they wanted to look into working groups.

The three areas that received the most votes were:

- **Joint Advocacy (9)**
- **Capacity Strengthening (5)**
- **Joint Analysis and assessment (4)**

## Results:

The working group "**Joint Advocacy**" has agreed on the need for joint advocacy around:

- Resource mobilization through joint fundraising, strengthening the role of the Government (as donor); autonomous and adapted strategic advocacy tools; Participants agreed for an immediate action and the focal points designated are: UNHCR Base and AIRD;
- The contribution of partners to the UNHCR newsletter is a first step towards a joint mobilization;
- Strengthen the Government momentum through the development of a strategy for the empowerment of refugees and their integration;
- Strengthening the enforcement of laws preventing gender-based violence through the analysis and identification of bottlenecks; increase the role and involvement of civil society;  
The deadline is immediate and the designated organizations are: UNHCR and CARE.
- Specifically see how UNHCR and the CENA are working to make the asylum law pass. Not all organizations working on the issue are aware of latest development and progresses. Involving the whole of civil society will strengthen the efficacy of advocacy

The working group "**Capacity Strengthening**" for his part, identified three priorities:

- **Management** (financial management, HR management, procurement, inventory management, partnership management)
- **Participatory approach** and involvement of communities in the planning, implementation and monitoring of projects
- **Protection** (SGBV and child PBS)

## The next steps are:

- Development of a capacity development plan by UNHCR and its partners (January);
- Identification of existing skills and expertise in UNHCR and partners, including translating online modules;
- Mobilize resources and/or expertise only if not present locally;
- Working through the existing coordination frameworks, sectoral frameworks, partnerships with government departments in particular and humanitarian platforms and, in urban areas, include refugees and communities of concern.

## During the discussions, the participants wished that:

- UNHCR translates into French the existing online modules and spread them widely;
- Identifies institutional resources related to governance;
- The Global Learning Centre facilitates a training of trainers for facilitation;
- The Dialogue team should shares a template or self-assessment tools for organizations to determine at what level their greatest needs and strategy documents on capacity development.

The group on "**Joint Analysis and Assessment**" reported wanting to improve three concrete aspects:

- **Coordination** by formalizing the process of analysis and joint assessment within the next three months, with the lead UNHCR and partners;
- **The tools and methodology** involving all stakeholders in the design, under the responsibility of UNHCR and partners, at headquarters and in the field (deadline the next three months);
- The **joint analysis** by strengthening the capacity of stakeholders through a training workshop to be organized in the first half 2016 by UNHCR and its partners.

The UNHCR participatory assessment tool was discussed. Partners feel it is confusing and unhelpful for lack of prior organization. The lack of dialogue on quality of programming was also mentioned and partners wished to be associated with improved tools. The participants want the creation of a framework for quality programs.

CARE's colleague said he had approached the UNHCR in order to strengthen the capacity of local partners as part of their programming at no cost to UNHCR but the proposal was not greeted with enthusiasm.

Commitments made by the team Dialogue: share the self-assessment template and the strategy on capacity building

Conclusions: in view of November planning exercise a mini training for partners around budgeting will be organized

#### **Next Steps:**

The Dialogue Team will share the documents and will follow-up on progress towards February/March

## Annexes : Goz Beida and N'djamena

In Goz Beida, of 30 respondents only 2 had heard of the Structured Dialogue; 5 a little and 23 not at all.

### **Pre-evaluation (30 respondents) :**

1. Knowledge of SD:	yes: 2;	a little: 5 ;	no: 23
2. Info sharing :	yes :16	a little : 10	no :1 no answer: 3
3. Advocacy :	yes :12	a little : 8	no : 4 no answer : 6
4. Planning :	yes :18	a little : 4	no : 3 no answer : 5
5. Mgmt. of Funds :	yes: 7	a little : 11	no : 4 no answer : 8

### **Evaluations:**

#### **Better informed?**

- The totality of participants had replied that they feel more knowledgeable after the dialogue

#### **The most useful?**

- 10 recommendations ;
- That UNHCR is not a donor;
- Share ideas and information among participants;
- Group discussions;
- Partnership between UNHCR and NGOs, particularly NNGOs;
- Communication with transparency and respect;
- The common will among UNHCR and partners to improve partnership;
- Joint Advocacy;
- Principles of Partnership;
- The existence of a Structured Dialogue and UNHCR's efforts to improve partnership.

#### **What would you apply?**

- Strengthening common capabilities;
- Information sharing;
- Joint Advocacy;
- Respect;
- Principles of Partnership;
- The working group methodology;
- Analysis and evaluation;

## **Ready to improve the partnership process?**

- Everybody is ready to do so

## **What could have been better? :**

- Communication;
- Share more information;
- We should have done it earlier (earlier this year);
- Too short;
- Invite the government and refugees to the dialogue;
- Have regular exchange for a like this one;
- Have the necessary tools;
- Focus more on the local context;
- Multiply this kind of workshop

## **Format? Something to change?**

The majority is satisfied. The only criticism is on the length, judged too short.

## **Additional Comments:**

- UNHCR in Goz Beida is very aware of the reality of the partnership (not the case in other sub delegations). This message must be repeated indefinitely for the good success of the programs. In the end it is the people we serve who will benefit from it;
- Share the document directly with the participants;
- Evaluation in three months;
  - Monitoring of the workshop recommendations;
  - Linking operational and humanitarian COP for good complementarity;
  - Do not reduce the discussion to a formality;
  - Share the results and working tools;
  - In Goz Beida office will hold similar meetings regularly;
- Bring Chad UNHCR to conduct advocacy with local partners to target the resources that are within the reach of the government for better support of local NGOs

## List of participants in Goz Beida

Nom	Prénom	Organisation
Boumarchand	Arnaud	COOPI
Diallo	Fatoumata Dioulde	UNHCR
Gonodji	Olivier	UNHCR
Gbangbade	Kolade	UNHCR
Gouzoum	Djoubmadangou	UNHCR
Ngarassoum	Ngandol	UNHCR
Kamba	Koumaye	UNHCR
Ramadji	Marc	UNHCR
Byaina	Madi	UNHCR
Djouma	Baigana	ACORD
Foundah Wana	Marie	ACORD
Gahungu	Isaac	Concern Worldwide
Madjingar	Mienan	OCL KIMITI
Laboane	Aymard	AIRD
Thiombiano	Juliette	AIRD
Haoundoum	Bienvenue	<a href="#">JRS</a>
Kaite	Sifa	JRS
Hissein Hassan	Zakaria	JRS
Koulnodji	Felix	HIAS
Nah	Bila	HIAS
IBI Atandile	Hubert	COOPI
Togoi	Hassan	CNARR
Mahamat	Abdelkerim	CNARR
Djajrabe	Ferdinand	APFLT
Lalerm	Marie	APFLT
Mbairamadji	Denis	APFLT
Muhigirwa	Lobo	LWF
Mohamed	Saleck	LWF
Camara	Mamadi	ADES
Ndjeguetim	Mafoi	ADES
Khamis	Youssef	PAPAS

## List of participants in N'djamena

Nom	Prénom	Organisation
Ngardoloum		APLFT
Manoufi	Dahab	BASE
Ahmat	Ousmane Malick	BASE
Dalmeida	Stanislas	AIRD
Ndeker	Alice	AIRD
Arunga	Wendy	HIAS
Namata	Alio	CARE
Biadka	Houlgali	ADES
Haltebaye	Nanadoumbaye	CNARR
Mahamat	Alhafis	CNARR
Nshimurimawa	Pascal	IMC
Hatungimana	Felicien	RET
Djikoloum	Moulngang	CSSI
Soh Jules	Martial	JRD
Gatama	Chantal	UNHCR
Balikwisha	Malaika	UNHCR
Santos	Bernardo	UNHCR
Vargas	Josep	UNHCR
Bitong	Liliane	ICVA