Animal Welfare

Larry Winter Roeder

Diplomacy, Funding and Animal Welfare

Springer

Animal Welfare

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ISSN 1572-7408
ISBN 978-3-642-21273-4 e-ISBN 978-3-642-21274-1
DOI 10.1007/978-3-642-21274-1
Springer Heidelberg Dordrecht London New York

Library of Congress Control Number: 2011934434

Cover design: deblik, Berlin

Printed on acid-free paper

Springer is part of Springer Science+Business Media (www.springer.com)

Foreword

I first met Larry Roeder while he was still working for the US State Department in 2004. I was then Director General of the World Society for the Protection of Animals (WSPA) and, having restructured the Society, was keen to produce a Global Disaster relief/management center based at the WSPA HQ in London to harness the knowledge and experience of WSPA's 1,000 plus Member Societies around the world, to react to disasters, natural and man-made, where almost inevitably domestic, farm, and wild animals would be involved. Simultaneously I had revived the concept of a Universal Declaration on Animal Welfare (UDAW) with the intention of bringing it through national governments for adoption by the United Nations.

Over some cold beers Larry and I discussed the potential for both concepts and in the process I realized what great personal international experience he had while he became increasingly enthusiastic about playing an active role in both issues under the WSPA umbrella. The upshot was that, after some further exploratory discussions over general animal issues, Larry retired early from his State Department position and became WSPA's Director of United Nations Affairs with specific responsibilities for advancing UDAW and helping create the disaster management command and control mechanisms I had in mind.

During the next period, Larry also took a keen interest in how WSPA managed its increasing membership and how the member societies conducted themselves. He also found time to explore the methodologies of other non-WSPA organizations and continued to expand his personal network of political and nongovernmental organizations (NGOs).

When Larry eventually left WSPA, he decided to commit all his experiences to paper with the end product being a guide book and an aide memoire to those who, now and in the future, will be committing their energies to the vital work of animal welfare. The result is this book.

I commend this book to all who wish to advance the cause of animal welfare whether it be for the compassionate reasons or for more pragmatic reasons. Many will come to animal welfare through an intrinsic feeling that animals deserve our care. Animals provide us with love and companionship, they provide the essential components of the planet's life cycles, they provide us with food, they still play a

part in supporting man's military activities, and some poor wretched animals continue to be used in medical research. In all these cases, somebody has to seek ways of caring for them, limiting their suffering, providing them with shelter and food, protecting them by judicial laws and ensuring those laws are followed. This is where compassionate individuals have a part to play. For most this will be achieved through joining animal welfare societies or NGOs. It is for them that this book will play an important role. It contains the distillation of years of experience which can be followed wherever its readers seek advice and direction. Following its recommendations will ensure past mistakes are not repeated and new beneficial results will be more easily achieved.

Larry has done a great job. Read the contents, follow the advice and animals will benefit. After all, that is why you have decided to be an animal welfarist.

Peter Davies
Major General Peter Davies CB
Chairman, The Brooke Hospital for Animals, London
Chairman, The Marjan Centre for the Study of Conflict
and Conservation, King's College, London University

Animal Welfare Series Preface

Animal welfare is attracting increasing interest worldwide, especially in developed countries where the knowledge and resources are available to (at least potentially) provide better management systems for farm animals, as well as companion, zoo, and laboratory animals. The key requirements for adequate food, water, a suitable environment, companionship, and health are important for animals kept for all of these purposes.

There has been increased attention given to farm animal welfare in the West in recent years. This derives largely from the fact that the relentless pursuit of financial reward and efficiency, to satisfy market demands, has led to the development of intensive animal production systems that challenge the conscience of many consumers in those countries.

In developing countries, human survival is still a daily uncertainty, so that provision for animal welfare has to be balanced against human welfare. Animal welfare is usually a priority only if it supports the output of the animal, be it food, work, clothing, sport, or companionship. In principle, the welfare needs of both humans and animals can be provided for, in both developing and developed countries, if resources are properly husbanded. In reality, however, the inequitable division of the world's riches creates physical and psychological poverty for humans and animals alike in many parts of the world. Livestock are the world's biggest land users (FAO 2002) and the farmed animal population is increasing rapidly to meet the needs of an expanding human population. This results in a tendency to allocate fewer resources to each animal and to value individual animals less, for example, in the case of farmed poultry where flocks of over twenty thousand birds are not uncommon. In these circumstances, the importance of each individual's welfare is diminished.

Increased attention to welfare issues is just as evident for companion, laboratory, wild, and zoo animals. Of increasing importance is the ethical management of breeding programs, since genetic manipulation is more feasible, but there is less public tolerance of the deliberate breeding of animals for improved productivity if it comes at the expense of animal welfare. However, the quest for producing novel genotypes has fascinated breeders for centuries. Dog and cat breeders have produced a variety of extreme forms with adverse effects on their welfare, but

nowadays the quest by breeders is most avidly pursued in the laboratory, where the mouse is genetically manipulated with equally profound effects.

The intimate connection between animals and humans that was once so essential for good animal welfare is rare nowadays, having been superseded by technologically efficient production systems where animals on farms and in laboratories are tended by increasingly few humans in the drive to enhance labor efficiency. With today's busy lifestyle, companion animals too may suffer from reduced contact with humans, although their value in providing companionship, particularly for certain groups such as the elderly, is increasingly recognized. Consumers also rarely have any contact with the animals that produce their food.

In this estranged, efficient world, people struggle to find the moral imperatives to determine the level of welfare that they should afford to animals within their charge. Some, in particular many companion animal owners, aim for what they believe to be the highest levels of welfare provision, while others, deliberately or through ignorance, keep animals in impoverished conditions where their health and well-being can be extremely poor. Today's multiplicity of moral codes for animal care and use are derived from a broad range of cultural influences, including media reports of animal abuse, guidelines on ethical consumption, and campaigning and lobbying groups.

This series has been designed to help contribute toward a culture of respect for animals and their welfare by producing academic texts addressing how best to provide for the welfare of the animal species that are managed and cared for by humans. The species focused books produced so far have not been detailed blueprints for the management of each species, rather they have described and considered the major welfare concerns, often in relation to the wild progenitors of the managed animals. Welfare has been considered in relation to animals' needs, concentrating on nutrition, behavior, reproduction, and the physical and social environment. Economic effects of animal welfare provision were also considered where relevant, as were key areas where further research is required.

In this volume, we depart from the previous trend of addressing one species or a group of species to consider one of the most important influences on how we treat animals. Diplomacy is an essential skill when seeking animal welfare improvement through negotiation. Larry Roeder has held many senior roles as a diplomat and in disaster management, and economic development, particularly as UN Affairs Director for the World Society for the Protection of Animals. He has over 35 years of experience of negotiations with government and UN officials and the Red Cross. He is now Editor in Chief of Climate Caucus, an NGO alliance that in 2007 included the protection of animals in its report to the UN Secretary General. In this book, Larry describes the best way to negotiate action to help animals in developing countries, after disasters have struck and in bilateral talks with senior officials from rebel leaders, to provincial officials, to national figures, with a special emphasis on the United Nations system of international organizations. The book will be essential reading for anyone involved in political negotiations involving animals, animal advocacy, or international conferences addressing the needs of animals.

With the growing pace of knowledge in this new area of research, it is hoped that this series will provide a timely and much-needed set of texts for researchers, lecturers, practitioners, and students. My thanks are particularly due to the publishers for their support and to the authors and editors for their hard work in producing the texts on time and in good order.

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Preface

Why Diplomacy?

In 1922 at the age of 77, elder statesman Elihu Root wrote to the American people one of the most important papers advocating the study of diplomacy. At the time, Americans had little interest in the field and just 2 years prior, the US Senate had rejected the League of Nations. Root understood that a new age had just been born with the Great War, now usually known as World War One, and that America was responsible for the baby's success. Therefore, Americans had to learn the business of diplomacy (Root 1922, September). Just as Root developed an "action plan" for America, a similar need exists today for animal protection NGOs (nonprofit Non-governmental Organizations), often all that stands between an animal's survival and a humane life, versus extinction or an inhumane existence. This book is for any animal shelter or advocacy group that wants to negotiate animal protection agreements, whether with local or national governments, the UN, the Red Cross movement, or International Organizations.

What Is an International Organization?
General diplomatic practice states that an "International Organization or (IO)" is a legally chartered association of national authorities. Some experts are beginning to use the term IGO or international governmental body; but that can be confusing as a parsing term and thus is not used in this book. Some IOs are the North Atlantic Treaty Organization (NATO), the Association of South East Asian Nations (ASEAN), the Organization of Economic Cooperation and Development (OECD), the Organization of American State (OAS), and the Group of Seventy Seven Non-aligned Nations (G77), which is also the UN's largest coalition of nations. Animal protection bodies can benefit from collaboration with all of those organizations. National societies of the Red Cross/Red Crescent movement should also be important to animal protection; but they are neither NGOs nor IOs. They have their own set of legal rights defined by international conventions. Many NGOs like the Royal Society for Prevention of Cruelty to Animals (RSPCA) are international in

nature, but are not IOs because their membership is not governmental. Furthermore, IOs have privileges and immunities which derive from their unique type of membership (states) not otherwise granted to NGOs. An IO is also not just a body that receives substantial government funding. Many NGOs like GOAL, the Irish relief NGO, depend heavily on government funding and have an international mandate, but they are not IOs.

In a survey for this book of 1,000 NGOs, over 80% of respondents saw it as either important or very important to work with the UN or the Red Cross movement. In addition, 90% felt it important to develop international rules to protect animals (International Farm Rescue 2010). Though only a sampling, the industry seems to agree that diplomatic abilities are essential to save either the billions of sentient lives across the globe or just the few that might live on a small remote island; but how does one go beyond lobbying for change and effectively apply traditional diplomatic practice to animal protection? This book provides a model. By no means are all of the "recommendations" cast in stone. They are simply practical guidelines based on the experience of many people; each organization or private society must choose its own path based on its own resources and individual philosophy.

The first premise of Diplomacy, Funding and Animal Welfare is that we need stronger collaboration between animal rights, welfare, and conservation bodies, between those that rehabilitate wildlife, and those that manage conservation programs. For purposes of this book, I have lumped all of these NGOs under the collective term "animal protection NGO." A second proposition is that we need a sustainable partnership between the humanitarian[1] and animal protection communities, groups that do not traditionally collaborate with much enthusiasm.[2] This second premise is based on science, as well as personal experiences during 1986–2005 when because of horrors I had seen perpetrated on camels and on other animals, I injected animal protection into my own work as the Policy Adviser on Disaster Management in the Bureau of International Organizations at the US Department of State. I did so to save both animals and people, feeling that neither humanitarian nor animal welfare proponents could fully achieve their potential without cooperation with the other. In 1986 at an Egyptian market catering to the sale of Somali-born camels, I watched a year-old camel burned to death! That nameless animal's cries and smells are still with me, as well as the act's senseless and destructive stupidity. The Somali herdsmen wasted weeks getting the animal to

[1]In this book, humanitarian refers to government agencies, NGOs, or other bodies that have the main function of assisting humans vs. animals. A good example is the US Office of Foreign Disaster Assistance (OFDA). Another would be any national society of the Red Cross Movement.

[2]A "community" in this context is defined as anyone associated with the mentioned movements, from private donors and volunteers to staffs in NGOs, private corporations, academic institutions, government agencies, or international bodies.

market and the buyers lost camels for labor. Most importantly, the camel lost its life in the most horrible of ways. I have always loved animals, especially camels and horses, since I rode them as a kid in Egypt in the 1950s, and on that day in the summer of 1986 decided that my life in what some call the "cocktail circuit of diplomacy" would one other future day have to be about protecting animals. It could no longer be a choice, "Diplomacy, Funding and Animal Welfare," the question posed in the title of this book. The "or" had to be replaced with "and." Later on, I created the first working group on animal welfare at the US Department of State, to end animal suffering and reduce poverty, hunger, and disease for humans. It was why I later requested and was granted a position with WSPA (World Society for the Protection of Animals), one of the world's finest animal protection NGOs.

When one examines the relationship between sustainable human development and the protection of animals: companion, livestock, wild, any kind, it is clear that not nearly enough is done to help animals; that is unethical and poor policy. The problem was obvious growing up in the Middle East, but the rationale for better lobbying and diplomacy to bring humanity and animal protection together crashed down on me starkly September 22, 2005, in a meeting chaired by Bill Clinton at the World Bank. It was his third meeting of the Global Consortium on Tsunami Relief. Remembering my experience with the burned camel and studies on development, what happened that morning led me to propose this book, though I did not begin to write it until 2010. Clinton was then the UN Secretary General's Special Envoy for Tsunami Recovery and in his conference room sat Heads of Government from all the impacted nations (Clinton 2005). The discussion was about the recovery effort; but the context was "long-term governance of sustainable development." Under that umbrella, I pointed out that development must include livestock protection, because, as Kate Rawles suggested (Rawles 2005), it enhances food security and jobs and prevents the spread of disease; unfortunately, the reception was not enthusiastic. They all nodded their heads, but that was it.

Animal protection NGOs must be more effective and proactive with such leaders and do a better job than I did. Those NGOs must also achieve significant animal protection agreements in the developing world, go beyond "lobbying for change," and negotiate text that actually changes conditions for animals. Such text will have to link protecting animals, the environment, and humans, which can be done without diminishing the dignity of animals. These are the kind of arguments which will allow animal shelters to be set alongside human ones in disasters. A lot has been done; but more is required. Diplomacy offers a much neglected add-on to traditional lobbying. This book is written from that perspective.

Definitions of Types of Diplomacy

"Bilateral Diplomacy" usually describes negotiations between two governments, but in this textbook means negotiations between an animal protection NGO or coalition of NGOs and one government.

"Multilateral Diplomacy" is a creature of the twentieth century. It is usually understood to mean a negotiation conducted between members of a cluster of governments, often through International Organizations. This form was first associated with the League of Nations after World War One, and now is mostly associated with the United Nations and regional bodies like NATO, the North Atlantic Treaty Organization, or ASEAN, the Association of Southeast Asian Nations. In the context of this book, the phrase refers to a negotiation between an animal protection NGO or coalition of NGOs and a cluster of governments.

"Public Diplomacy" is a term popular in government circles and refers to what the NGO community normally considers as "lobbying the public." The definition I offer in the context of animal protection is derived with permission from one crafted for government diplomats by Michael W. McClellan, Diplomat in Residence, the Gerald R. Ford School of Public Policy, Michigan (McClellan, 2004). "The strategic planning and execution of informational, cultural and educational programming by an animal protection NGO to create a public opinion environment in a target country or countries that will enable target country political leaders to be comfortable with changing their political paradigm and thus make decisions that are supportive of animal protection objectives." Governments represent the people; therefore, it is often essential to change the people's will. This form of diplomacy is an essential tool; though perhaps instead of saying lobbying, we should say "directly engaging the public," in order to parse that activity from "lobbying a government." When lobbying a government, an NGO tries to directly influence that government. In public diplomacy, the NGO directly changes the mood of the public and it is their reaction to the diplomacy which directly influences the government, hopefully in a positive direction. Because the tool is so important, as is the whole concept of lobbying, I have devoted Chapter 4 to its use.

It was always an honor to work with NGOs while in the government and to work for NGOs afterwards, especially the World Society for the Protection of Animals (WSPA). Those who argue that NGO officers cannot be diplomats are in error. Diplomats often say that their roots lie in the French system, which began in the sixteenth century but then was modernized by Cardinal Richelieu's Foreign Ministry in 1626 (Encyclopedia Britannica). Richelieu saw the Ministry as a mechanism to protect the interests of the State, interests that stood above any particular King. He also saw diplomacy as a continual process of negotiation. Modern NGOs work for themselves; but they have often also proven invaluable as intermediaries in conflict, doing what states could not, and thus have become true descendants of Richelieu's diplomats, in that sense (Sizer et al. 1982). We see them as science advisers to the United Nations, the Red Cross, and Governments, but also as passionate independent advocates for change, their skills and knowledge on par with any government official, their role in making policy and negotiating agreements essential. Thus, such experts are often called "global diplomats," and some of the best-known NGOs are managed by former Presidents but more often by average citizens like IFAW, the International Fund for Animal Welfare, Climate Caucus Network, the Climate Action Network, Friends of the Earth, and the World Wildlife Fund. Suggestions by many of these bodies led to this book having six chapters.

Chapter 1 focuses on diplomatic theory and practice applied to protecting animals. Chapter 2 deals with how to ask for money. Chapter 3 deals with international conferences; a powerful tool to unify groups of governments and international agencies behind policy changes. They also can stimulate donations. Chapter 4 deals with protocol, how to contact a Ministry or Embassy and use expected behavior patterns to our advantage. Chapter 5 focuses on how to use the media. Chapter 6 points to some useful NGO alliances and international organizations that can provide funding or policy advantages.

Personal experiences and research papers underpin this book, experiences working for the US Government, WSPA, and IFAW, as well as interviews with many experts in the NGO community, former and current diplomats, and United Nations and Red Cross officials. In addition, I conducted a survey of 1,000 animal welfare, animal rights, and conservation NGOs. The survey was done through International Farm Rescue, a consultancy.

I would like to develop a relationship with the readers of this book. If you have any comments, questions, or suggestions for a second edition, please send them to diplomacy@ifrescue.org.

New York, April 2011 Larry W. Roeder, Jr., MS

Acknowledgements

I need to begin with Professor Clive Phillips, Foundation Chair of Animal Welfare, Centre for Animal Welfare and Ethics, School of Veterinary Science, University of Queensland, Gatton Australia. Professor Phillips had many outstanding suggestions on the placement of material, on the substance of animal welfare, as well as general editorial recommendations. Without his help and support, this book would have been impossible.

Other friends and colleagues who provided essential support and guidance were:

- Major General Peter Davies, former Director General of WSPA, World society for the Protection of Animals, and the gentleman who brought me into animal welfare.
- Antonio Augusto, WSPA's Regional Director for Brazil, for his deep insights into Brazilian culture as it relates to animal welfare.
- Jane Ballentine, Director of Public Relations and Marketing, the Maryland Zoo in Baltimore, for help with my recollections of the Kabul Zoo rescue, in which she and I both participated.
- Jimmy Blas, Second Secretary, Mission of the Republic of the Philippines, New York, for his understanding United Nations procedures and the attitudes of nations in Asia on animals.
- David Bowles, Head of External Affairs, RSPCA, for helping me understand the historical record on various rescue operations, especially in the Cyprus crisis of 1974.
- Ollie Davidson, former Senior Advisor, Emergency Services, HSUS, The Humane Society, USA, for his decades of collaboration on many subjects, including animal welfare.
- Glenda Davis, Director of the Navajo Nation Veterinary and Livestock Program, who works tirelessly to help animals and to educate the Navajo people on the importance of proper veterinary care and risk reduction.
- Dr. Chester Gipson, Deputy Director, Animal Care, US Department of Agriculture, for his many insights into US government rules and regulations, especially regarding the evacuation of animals during the Katrina disaster.

- Dick Green, Emergency Relief Manager, IFAW International Fund for Animal Welfare, an always practical emergency manager with whom I collaborated on the Haiti crisis.
- J. Barry Harrelson, for expert analysis and recommendations on wording.
- The IFRC, International Federation of Red Cross and Red Crescent Societies, especially Ambassador Christopher Lamb, Dr. Al-Hazaa, Secretary General of the Saudi Red Crescent and Dr. Al-Hadid, Chairman of the IFRC, all of whom helped me negotiate the Tunis Accord on the protection of livestock.
- Gerardo Huertas and Juan Carlos Murillo of WSPA, Costa Rica, for their help in understanding physical rescue techniques and the interaction of NGOs and governments in Latin America.
- Dena Jones of AWI, Animal Welfare Institute, for her many insights on animal welfare science and the motivations of American NGOs.
- Ambassador Ronald Jean Jumeau, Permanent Representative of the Seychelles to the UN, and former Minister of the Environment, for his many insights into the impact of the climate on ocean animals and small islands; but also for being a close friend.
- Alan Kotok, Washington DC based reporter and Managing Editor of Science Careers, for his help on the concept of public diplomacy.
- Prakash Lal, Development Cooperation Coordinator, Fida International, one of the most experienced NGOs in Finland, for discussions on drought and livestock in Kenya and Sudan.
- Philip Lymbery, Chief Executive of Compassion in World Farming, who was so helpful on understanding current animal welfare standards.
- Michael W. McClellan, Diplomat in Residence, the Gerald R. Ford School of Public Policy, Michigan, for his scholarly research into the use of public diplomacy by NGOs.
- Wolf Maier, EC, European Commission, Directorate General for Health and Consumers, for help understanding the EC system of governance.
- Nancy Mitchell, CEO of Protocol Partners, who helped expand my knowledge of this most misunderstood aspect of diplomacy.
- Sgt Muhammed, Egyptian Camel Police, who taught me to love camels and other livestock as a child. It all started with his camel in Maidi and a horse at Giza.
- Valentine Ndibalema, Special Technical Officer for Environment, UNHCR, UN High Commissioner for Refugees, for his insights on how to blend animal welfare and humanitarian imperatives in order to help livestock needed by refugees and the internally displaced.
- Rebecca Regnery, Deputy Director, International Policy for HIS, Humane Society, International, an important and approachable expert, especially on conservation issues.
- Badaoui Rouhban, Chief of UNESCO's the Disaster Reduction Section, UNESCO, United Nations Educational, Scientific and Cultural Organization,

Paris, for his help on risk reduction theory and his insights into the link between poverty reduction and animal welfare.
- Richard D. Ryder, former Chairman of RSPCA, Royal Society for the Protection of Animals and founder of the modern animal welfare movement in Europe, for being an inspiration to all of us.
- Pierre-Alain Scheib, George Brownless, and others at OECD, the Organization of Economic Cooperation and Development, Paris, for their insights into radiation and other risks to wild animals and livestock.
- Ambassador E. Michael Southwick, colleague and friend on so many foreign affairs and emergency management issues, for his insights into the art of diplomacy.
- Robert T. Tanaka, Head of Animal and Plant Inspection Service, US Embassy, Bangkok.
- Patrick Tohil, Program Officer, WSPA, Canada, for his deep insights in Canadian concepts of animal welfare and conservation, one of WSPA's best.
- John Walsh, legendary animal rescue expert, for his friendship and many insights into the operational side of animal welfare.
- Dr. Terry Wollen, Director of Animal Well-Being, Heifer International, for his veterinary suggestions and for access to his camels.
- And thanks as well to many others, especially the diplomats serving at national missions to the United Nations in New York, and Rome, who took the time to provide confidential guidance.

Testimonials

"Humaneness, World Responsibility" (Walsh & Gannon, Time is Short and the Water Rises, 1967)

"It is all too true that our current animal cruelty laws are woefully inadequate, covering too few animals and permitting too many exemptions, inconsistent enforcement, and slap on the wrist punishments." (Shevelow 2008)

"We have enslaved the rest of the animal creation, and have treated our distant cousins in fur and feathers so badly that beyond doubt, if they were able to formulate a religion, they would depict the Devil in human form." (Inge 1921)

"About a billion of the world's poorest people depend on animals for food, income, social status or cultural identification, as well as companionship and security." (Roeder & Badaoui, Protecting Animals from Disasters, 2008)

"These children do not need a cup, they need a cow." (Dan West, (HEIFER 2010)

"People are starting to treat animal advocates less as jokes and more like partners." (Ollie Davidson, HSUS (Anderson and Anderson 2006)

"Our times demand a new definition of leadership – global leadership. They demand a new constellation of international cooperation – governments, civil society and the private sector, working together for a collective global good."

(United Nations Secretary-General Ban Ki-moon, Speech at World Economic Forum Davos, Switzerland (29 January 2009) (UNDPI 2010)

"If we can imagine a horse having two or three explosive spears stuck in its stomach and being made to pull a butcher's truck through the streets of London while it pours blood into the gutter, we shall have an idea of the method of killing whales."(Dr. Harry D. Harry Little, 1947 (O'Regan 2006)

"The great threat to people is ignoranceThe greatest threat to animals is ignorant people."Animal Rights Encyclopedia (Panaman 2009)

Contents

Abbreviations

ACABQ	Advisory Committee on Administrative and Budgetary Questions
ADRL	Animal Rights Defense League
AOSIS	Alliance of Small Island States
ARRL	American Radio Relay League
ASEAN	Association of South East Asian Nations
ASPCA	American Society for the Prevention of Cruelty to Animals
AWA	Animal Welfare Act
AWI	Animal Welfare Institute
AWIC	USDA's Animal Welfare Information Center
AWWG	Working Group on Animal Welfare of OIE
AZA	The Association of Zoos and Aquariums
CBF	Convention on Biological Diversity
CCAMLR	Commission for Conservation of Antarctic Marine Living Resources
CCN	Climate Caucus Network
CCSBT	Commission for the Conservation of Southern Bluefin Tuna
CEFU	Coalicion por el Control Etico de la Fauna Urbana
CENTCOM	United States Central Command
CERF	Central Emergency Response Fund
CGPCS	Contact Group on Piracy off the Coast of Somalia
CITES	Convention on International Trade in Endangered Species of Wild Flora and Fauna
CMS	Convention for the Conservation of Highly Migratory Species
CoNgo	The Conference of NGOs in Consultative Relationship with the UN
CRED	Centre for Research on the Epidemiology of Disasters
CSD	Commission on Sustainable development
CSDHA	Yokohama Conference on Sustainable Development in the Horn of Africa.
DRC	Democratic Republic of the Congo
EC	European Commission

ECA	Economic Commission of Africa.
ECA	The Economic and Social Commission for Africa
ECE	The Economic Commission for Europe
ECHO	European Community Humanitarian Office
ECLAC	The Economic Commission for Latin America and the Caribbean
ECOSOC	Economic and Social Council
ECOSOC	UN Economic and Social Council
ELP	Emergency Livestock Purchase Scheme.
EPA	United States Environmental Protection Agency
ERC	UN's Emergency Relief Coordinator
ESA	UN Economic Commission for Africa.
ESAF	Egyptian Society of Animal Friends
ESCAP	The Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
ESI	Endangered Species International
EU	European Union
FAO	The UN's Food and Agriculture Organization
FEWS	Famine Early Warning System
G77	The Group of Seventy Seven Non-Aligned Nations
HSI	Humane Society, International
HSUS	The Humane Society, USA
IAPC	The International Animal Protection Center
IASC	UN Interagency Standing Committee
IBAMA	Brazilian Institute of the Environment
IBRD	International Bank for Reconstruction and Development
ICBL	International Campaign to Ban Landmines
ICC	International Criminal Court
ICG	International Contact Group to examine the Constitutional Crisis in Somalia
ICJ	International Court of Justice
ICRC	International Committee of the Red Cross
ICSID	The International Center for the Settlement of Investment Disputes
ICVA	International Committee of Voluntary Agencies
IDA	The International Development Association
IDP	Internally Displaced Person
IFAP	International Federation of Agricultural Producers.
IFAW	The International Fund for Animal Welfare
IFC	The International Finance Corporation
IFRC	International Federation of Red Cross and Red Crescent Societies.
IPCC	Intergovernmental Panel on Climate Change
IPPL	The International Primate Protection League.

ISDR	International Strategy on Disaster Risk Reduction.
ISPA	The International Society for the Protection of Animals
ITU	International Telecommunication Union
IUCN	International Union for Conservation of Nature
IWC	International Whaling Commission
LEGS	Livestock Emergency Guidelines and Standards
MIGA	The Multilateral Investment Guarantee Agency
MSF	Medicins San Frontieres
NAAEC	North American Agreement on Environmental Cooperation
NAFTA	North American Free Trade Agreement
NATO	North Atlantic Treaty Organization
NCAI	National Congress of American Indians
OAS	The Organization of American States
OECD	The Organization of Economic Cooperation and Development.
OIE	World Organization for Animal Health
OPS	Online Projects System
PAHO	Pan American Health Organization
PBI	Program Budget Implications
PETA	People for the Ethical Treatment of Animals.
RAF	Royal Air Force of the United Kingdom
RSPCA	Royal Society for the Prevention of Cruelty to Animals.
SPCA	Society for the Prevention of Cruelty to Animals
SPHERE project	Otherwise known as the "Humanitarian Charter and Minimum Standards in Disaster Response."
SSN	Species Survival Network
TDCPU	Turkana Drought Contingency Planning Unit
TEPAC	Trade and Environmental Policy Advisory Committee
UDAR	Universal Declaration on Animal Rights
UDAW	Universal Declaration on Animal Welfare
UN HABITAT	UN Human Settlements Program
UN OCHA	UN Office for the Coordination of Humanitarian Affairs
UN	United Nations
UNCCD	Convention to Combat Desertification
UNCED	UN Conference on Environment and Development
UNCTAD	UN Conference on Trade and Development
UNDP and UN	Resident Coordinator System
UNDP	UN Development Program
UNEP	UN Environmental Program
UNESCO	UN Educational, Scientific and Cultural Organization
UNFCCC	United Nations Framework Convention on Climate Change
UNGA	UN General Assembly
UNHCR	UN High Commissioner for Refugees
UNICEF	UN Children's Fund
UNRWA	The United Nations Relief and Works Agency

UNSC	UN Security Council
USTR	Office of the United States Trade Representative
WCDR	World Conference on Disaster Reduction, Kobe, Japan, 2005
WFP	World Food Program
WFP	World Food Program.
WHO	World Health Organization
WMO	World Meteorological Organization
WSPA	World Society for the Protection of Animals
WTO	World Trade Organization

About the Author

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Mr. Roeder served for over 35 years in the US government, mostly in the US Department of State, retiring in 2005 as their Policy Adviser on Disaster Management in the Bureau of International Organization Affairs. He also served in the US Army, the Multinational Forces and Observers (an International Organization in Sinai, Egypt), and on seconded duty to the European Commission. Mr. Roeder is the son of an American diplomat and thus has spent virtually his entire life in the world of diplomacy, often working with heads of government or Minister rank government officials, with his main focus being the negotiation of international agreements in economic affairs, climate change, human rights, weapons reduction, trade or emergency management. He also has extensive experience in emergency operations and served in a number of major crises, both during his service in the US government and after. While serving in Egypt, Mr. Roeder witnessed a camel being burned alive and decided to devote his training to ending animal cruelty, especially to livestock and wildlife. He often recommended to the United Nations, the US Government, and other governments to be more proactive in protecting animals. In 2005, following the Katrina Disaster, he became the UN Affairs Director for the World Society for the Protection of Animals (WSPA) where he focused on international agreements, and on convincing the United Nations and the international Red Cross movement to protect animals. He left that post in 2009 to become a private contractor, and in 2010 assisted NGOs rescuing animals in Haiti, and also met with

the President of Somaliland on economic development, and feral dog, livestock, and wildlife protection.

Mr. Roeder is now a licensed wildlife rehabilitator in the State of Virginia in the USA and serves in a volunteer capacity as Editor in Chief, the Climate Caucus Network, an NGO alliance based in New York. He is married, with one son, and is also a portrait artist.

Chapter 1
Diplomatic Theory and Practice

1.1 Introduction

Whether officials protecting animals are vegan, vegetarian, or omnivore, work in industry or government, or in an animal protection NGO, in order for the humanitarian, animal protection, and environmental communities to be fully effective, collaboration and respect are required. Diplomacy and lobbying will be essential partners. These communities overlap every day such as in 1995 when I drove along a road in Yambio, South Sudan, and discovered an unexploded bomb next to a goat herd, or the following week when I discovered a minefield mainly because it had been found first by a wandering goat, with awful results. The need for diplomacy to establish agreements protecting animals is especially strong today since the lives and welfare of billions are at risk from benign neglect and intentional injury.

Benign neglect can be particularly cruel, such as abandoning fishing gear which then can, like evil ghosts, maim sea life at the ocean floor long after the fisherfolk have left. Industrial accidents like the 2010 British Petroleum oil spill, Bhopal's Union Carbide accident, or Chernobyl horribly damage entire ecosystems of mammals, fish, birds, and insects (National Gulf and Wildlife Foundation 2010). Lobbying helps, but we also need formal negotiations to achieve better local, national, and international rules, standards, and penalties to end such practices. Intentional harm is also an issue requiring negotiations to end specific practices like seal or whale hunting, bear baiting, and cock fighting. Unfortunately because current rules are failing to end cruelty, direct action is often seen as a logical reaction. Fortunately, we have rescue operations by the International Fund for Animal Welfare (IFAW), the undercover work of The Humane Society of the United States (HSUS), and extremely dangerous interventions by the crews of Sea Shepherd Conservation Society as they risk their lives battling ice to protect whales from the most horrible of deaths in the southern seas. Not only do they save animals, they provide the evidence needed in negotiations.

Some wild animals wander aimlessly in towns, like the primates in Hergeisa, Somaliland, foraging for food from plastic bags. Others wrestled from the wild will

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_1,

often die en route to laboratories. Those which survive, like Pig-Tailed Macaques of Vietnam perhaps, can spend their remaining days tied to sensors, without anything like a normal life, only pain and loneliness. In American forests and suburbs, wildlife constantly comes into violent contact with humans. So it is crucial that we have organizations like The Wildlife Center of Virginia and the International Primate Protection League (IPPL) to advocate for them, as well as people like Brian Davies of IFAW who helped persuade the US Senate to pass a nonbinding recommendation to the Canadian government that they stop seal hunting. Humane Society International's (HSI) work supporting the UN's Great Ape Survival Program is also necessary.

In some cases, animals are at risk, not so much out of neglect but due to the moral conflict of balancing human and animal needs. A good example would be the Chaiten Volcano eruption in 2008 when pets and over 40,000 livestock were abandoned to falling volcanic ash. Authorities believed there was not enough time to save both humans and animals. Though the human evacuations from Chaiten and Futaleufu were ultimately a success story, what about the animals? Through the help of donations from around the world, NGOs such as the Santiago-based Coalicion por el Control Etico de la Fauna Urbana (CEFU) and others, these animals were provided with food, medicines, and veterinary help (IFAW 2008). The question remains, could better planning have avoided unnecessary suffering of animals and the stress and worry of their owners? This is the exact analysis which needs to happen in the context of negotiating new approaches to how the UN plans disaster responses under the Interagency Standing Committee (IASC) or disaster risk reduction under the International Strategy on Disaster Risk Reduction (ISDR).

Another issue is the fate of small town shelters which handle so many animals in distress. They do not get enough support, especially in the developing world; yet they are the coal face of animal protection. I refer to shelters like Longmont Humane Society in California and little known shelters on Caribbean Islands or in Brazil that reduce wondering dog populations (Leney and Remfry 2000). The dogs are at risk to themselves and humans due to the spiral of disease. Terrible slaughtering practices of livestock are also very cruel. Ironically they reduce food production for starving human populations. Many species are also at risk of extinction, which I define as a form of animal cruelty. The list of risks goes on.

Of course, understanding the link between animals and development is not new. One of the more interesting stories comes from the legendary John Walsh of the International Society for the Protection of Animals (ISPA) later WSPA. A question came to him in 1964 during Operation Gwamba, considered the most efficient animal rescue operation ever. Walsh's team rescued some 10,000 animals in 18 months, including 167 poisonous snakes. Why poisonous snakes? It was the ethical thing to do. Further, without snakes as predators, rat populations would have exploded. That happened in French Guiana. United Fruit rid themselves of snakes, answering the request of frightened banana workers, only to see the rat population explode and the banana crop collapse. Jobs were then lost (Walsh and Gannon 1967; Walsh 2010).

Dealing with natural disasters can be daunting, particularly regarding persistent threats, so much so that an animal welfare disaster manager told me that drought was too big and difficult a phenomenon for NGOs, but this is an error and the issue is urgent. In this century, perhaps 40 million pastoralists a year are impacted by drought from the Navajo in Arizona to people in the high plains of Africa (Bruins et al. 2005) making a significant market for science-based animal welfare negotiations with individual provincial and national governments, as well as UN agencies like the United Nations Development Program (UNDP) and the World Food Program (WFP). After all, "between 40 and 70% of the livestock population accounting for 20–40% of the animal protein source in sub-Saharan Africa is in the hands of pastoralists. Moreover these traditional herders are the custodians of indigenous breeds needed for biodiversity" (Adeniyi 2010). Here we need science-based, ethical agreements and lobbying with local bodies.

An example of where bilateral efforts between animal welfare groups and a government have created a synergy would be the New South Wales program that pushes farmers to prepare for drought using animal welfare principles (NSW_Government 2007). An example of where bilateral efforts should have been used is the Turkana Drought Contingency Planning Unit, which is interested in the carrying capacity of lands used by the Turkana pastoralists. In 1990 TDCPU was very concerned over drought conditions that rose over the previous few years and in 1990 made the land incapable of carrying its combined population of livestock and humans. As a result, livestock were dying and disease had increased. In 1995 in a meeting on sustainable development with famine expert Margaret Buchanan-Smith, she showed me a study showing that had something not been done to reduce these populations, both animals and people would have suffered even more. The "something" was the Emergency Livestock Purchase Scheme (ELP) which raised funds to buy animals from herds and move them to better areas.

It is not clear that this early pilot project treated animals humanely, especially the sick and injured (Buchanan-Smith and Davies 1995). Medical attention was limited and transportation resources were primitive. Better training by animal welfare professionals could have raised effective care standards. This need still exists today all over the developing world, but it has the added complexity that in some cultures the number of livestock equate to social status, even if the numbers held are harmful to the land's capacity. This leads some to feel pastoralism is outmoded or that fighting drought is impossible, but both opinions are political, not scientific. Proper pastoralism is an excellent alternative to intensive farming and should be the subject of major animal welfare investments and diplomatic efforts to preserve the lifestyle. Under investment is partly due to the misperception that pastoralists are backward, sort of like initial American white settlers interpreted the Navajo, or today might describe the Tarahumara of Mexico, who though they have disagreeable animal practices are hardly primitive (Kennedy 1978; Copper Canyon 2010).

Animal protection NGOs frequently lobby governments and IOs for change, and then use the contacts to develop ongoing bilateral agreements. One of the most active NGOs is HSI, a member of the US Trade and Environmental Policy Advisory

Committee (TEPAC), which advises the Office of the United States Trade Representative (USTR) and the US Environmental Protection Agency (EPA) on environmental matters arising during free trade agreement negotiations. HSI also testifies before US Congress on trade and environment matters (Regnery 2010). Other NGOs playing an important role in TEPAC are the Audubon Naturalist Society, IFAW, and the Endangered Species Coalition (United States Trade Representative 2010).

The Dinka of Bahr el Ghazal in the Nile basin are cattle pastoralists who live in a conflict zone; their very isolation making them vulnerable to abuse, to say nothing of abuse heaped on camels and other herded animals. This was discussed in 2008 in Tunis when I negotiated an agreement with the chief executive officers (CEOs) of the Arab Red Cross/Red Crescent Societies to integrate animal welfare into their development work. Part of the argument reviewed the plight of pastoralists in Darfur and the Horn of Africa. My main partners were Dr. Habib Makhtoum, CEO of the Sudanese Red Crescent, Muhammed Al-Hadid, CEO of the Jordanian Red Crescent, Tahar Cheniti, CEO of the Tunisian Red Crescent, and Abdullah Mohammed Al-Hazaa, CEO of the Red Crescent of Saudi Arabia. Based on this discussion, Dr. Al-Hazaa and Dr. Al-Hadid, the latter who was also Chairman of the International Federation of Red Cross and Red Crescent Societies (IFRC) Standing Committee in particular felt that science-based workshops could generate advanced animal welfare projects in Sudan and other parts of Africa, to include the positioning of animal shelters near human camps in disasters. This was a first for the IFRC.

The Turkana project introduced by Buchanan-Smith was funded by the UN's WFP, and would have benefited from project intervention by professional animal welfare NGOs with disaster management skills, but instead of simply parachuting into the emergency, such interventions require coordination with the UN and in this case, the government of Kenya.

Agreements will be needed that cover specific allowable work in defined territories with prescribed protections provided NGOs. Doing that kind of negotiation is *bilateral diplomacy*. If one wanted to reach an agreement with the Tarahumara to change their habits, that effort would require cultural sensitivity, the help of United Nations Educational, Scientific and Cultural Organization (UNESCO), and bilateral diplomacy with the indigenous leadership and probably the government of Mexico. Working with the Economic Commission of Africa to build cross-regional drought-resistant policies to help people like the Turkana in many countries would be Multilateral Diplomacy, because many African governments and cultures would be involved.

One significant success story on both science and standards is Livestock Emergency Guidelines and Standards (LEGS). This civil society initiative grew out of the realization that struck me in Clinton's meeting, that livestock is central to vulnerable local economies, like the Tuara and Alegat bedu of the Sinai. Yet until LEGS, agreed standards did not exist (Feinstein-International-Center 2009). Instead, we had many individual NGO and IO standards. That is still a problem, and perhaps always will be since development NGOs, animal rights NGOs, or conservation bodies or an animal welfare body like American Society for the Prevention of Cruelty to Animals (ASPCA) will inevitably have different perspectives. The International Federation of Agricultural Producers (IFAP) for

example, the oldest NGO in the UN system that deals with animal welfare, has argued since 1947 that *voluntary industry standards are best*, whereas the majority of NGOs whose core purpose is to protect animals tend to believe *standards need to be imposed by legislation* (Lucchesi 2010).

Although the vast differences in beliefs can make negotiating with the UN tough, this tension is natural because the goals of animal rights, animal welfare, sustainable development, and conservation are often at odds. However, they need not be in conflict in some future better managed world; right now though binding principles do not effectively bridge all concerns, they often have contradictory requirements. Look no further than the life of an African elephant. A certain number are needed to sustain ecological balance, but too many in a given tract will overburden the soil, placing all life at risk. Do those circumstances make culling a healthy elephant acceptable in order to preserve the larger balance? Some say no and others yes and some are not sure.

Major initiatives by governments and International Organizations are trying to bridge the informational gap, such as USDA's important Animal Welfare Information Center (AWIC), mandated by the Animal Welfare Act (AWA) to provide information for improved animal care and use in research, *testing, teaching, and exhibition*, though it is clear that many in animal rights and animal welfare will never concur that animal welfare can exist in research, testing, or exhibition (USDA 2010). The UN's Food and Agriculture Organization (FAO) has a website called *Gateway to Animal Welfare* that is very interesting (Animal Production and Health Division, FAO 2010). It is "A single access point for a wide range of information related to the welfare of farm animals. A participatory platform to retrieve and submit information, as well as to engage in commonly developed projects and thematic discussions." Though the Gateway is very limited, it is still a wealth of data that can be used in negotiations. The problem is that the Gateway, LEGS, and other similar initiatives, like a suite of Declarations that different NGOS are considering, will never reach the potential which animals deserve until formal agreements to change the status quo are reached with governments and International Organizations. That requires diplomacy.

1.2 Steps to Success

Bilateral negotiations are tough enough, but multilateral ones are the most difficult; yet often they are the most needed for the animal protection community since they can change the status quo for animals across borders and regions. Such might consist of initiatives conducted in the United Nations General Assembly (UNGA) or regional bodies like the UN Economic Commission for Africa (ESA), based in Addis Ababa. They might even be done through a series of bilateral discussions that lead to negotiations in a special conference, perhaps on protecting one or more species each step must be mapped out (Fig. 1.1).

Fig. 1.1 Every detail should be mapped out. Author in Yambio, South Sudan, organizing a project. (c) Roeder Archives

A CEO may consider that a multilateral negotiation project will convey to donors that the NGO is a serious player worthy of contributions, especially since the negotiations are intended to reap great rewards for animals. But can the NGO succeed? The CEO must also keep in mind that a successful multilateral negotiation is always a major corporate undertaking that will demand a lot of resources and strong will. Managing the decision process is essential because failure can seriously damage an NGO's reputation, its financial resources, and the ability to raise more money for any project. Unfortunately, decisions to engage in negotiations of any kind usually have no particular starting point. Many people in the NGO from the CEO to a staff officer or the NGO's natural allies may have the same approximate idea, e.g., a convention to protect particular animals, perhaps a scheme linking animals to a grand regional development strategy. Lack of cohesive decision process can easily lead to a failed negotiation; therefore, a well-understood methodology is needed to convert the informal chatter into useful action and then guide the action to success. The following system is proposed for consideration.

There are three phases to any negotiation (a) prenegotiation, (b) actual negotiations, and (c) postnegotiation. This book contains a structured series of steps across several chapters that are useful when managing any of the three phases. Each involves many players, especially two who must work together as a team. One is the "Team Leader" and the other is the "Chief Negotiator." In this book they are different people though certainly circumstances could justify a different model;

however, the roles are different, even if done by one person, so they are given special attention. Although every NGO will have its own culture and process, the steps here should be considered in some form, as they are based on proven success. Underlying them are also theories of protocol, fund raising, and conference delegation management covered in the other chapters, all which must be sewn together to make one coherent negotiating strategy.

Steps to success – a checklist		
Chapter	Lead official	Step
Prenegotiation period		
1.1	Team leader	Team leader consideration
1.1	Team leader	Informal study group
1.1	Team leader	Decision memo
1.1 and 1.2	Decision memo or similar process	Choose negotiator
Negotiation period		
1.1	Negotiator	Position papers and formation of delegation
2.5	Negotiator	Form delegation binder
		Conduct negotiations period
1.1 and 1.2	Negotiator	Actual negotiations
1.1	Team leader	HQ efforts and any public diplomacy
2.7	Negotiator	Delegation after action report
Postnegotiation period		
1.1	Team leader	After action review session
1.1	Team leader	Implementation and/or next steps

1.2.1 Step One: Team Leader Considers Project's Potential

At the start, the concept probably lacks cohesion, more of a discussion between people holding similar views than a single, defined idea with achievable, understood goals, so a Team Leader must step forward to ask the first question, is the concept worthwhile and feasible? The Team Leader should also be a manager, with significant experience in managing projects that involve negotiation. In addition, the topic of the idea should fall naturally within his or her portfolio, e.g., shelters for disaster victim animals. An effective, experienced Team Leader is critical because this is a true "project" with many moving parts that depend on each other, the negotiation being just one. If the Team Leader feels that the project is not feasible, then no further action is required, but the Team Leader feels the effort might be worth consideration as an official project, then it goes to step two, a Study Group.

1.2.2 Step Two: An Informal Study Group Is Formed

The study group consists of staff from the Team Leader's NGO, because it will ask tough questions about the project's possible allies, as well as start to define

boundaries to the negotiation. The questions are very much the same as examined by the Team Leader, but a larger group is now involved, consisting of a negotiation expert and officials from the media and fund-raising offices, as well as topic experts, perhaps a regional office. The negotiation expert is just that and need not be the lead negotiator once negotiations begin. The study group has three options (a) drop the idea as not feasible, (b) turn it over to a more appropriate NGO or group, and (c) decide to ask the NGO's decision maker to make the effort an official project, with all of the implied financial and political ramifications. Every NGO has a different decision maker, perhaps the CEO for a small one, perhaps a senior manager who can commit staff and money across office lines, and perhaps even a Board, depending on the size of the endeavor.

Two sets of questions need to be asked in steps one and two.

1.2.2.1 Question Set One: Why Does It Matter?

1. *What is the negotiation's purpose and why is it relevant to the organization*? Even if laudable, if the negotiation is not a perfect fit with the organization's mandate, perhaps another NGO should lead – even if the project moves forward. After all, no one NGO can do everything.
2. *Who might benefit or be harmed and why*? This question helps define potential allies and opponents, and the "who" includes animals as well as people and organizations.
3. *What has happened before and why*? Precedence helps define probabilities of success or failure; the required resources, types of allies, and required tools. However, lack of precedence does not mean a no-go.
4. *What price failure*? Can the lead organization handle a loss of income or reputation if the negotiation fails?
5. *Can negotiations be lengthy*? Persuasion is a process, not an event. Will the NGO's staff, allies, and donors stick with the project if it takes a long time?
6. *Who are the allies and opponents*? Try using a situational awareness tool such as is described in Sect. 1.9.
7. *Is the public supportive*? If not, a Public Diplomacy effort may be required (Sect. 1.5).
8. *What resources will be required*, people and money?

1.2.2.2 Question Set Two: How Will the Goal Be Achieved?

A: Does the NGO or coalition possess the resources, experience, training in multilateral negotiations, and strength of will to sell the initiative in tough times? (use the Situational Awareness Chart in Sect. 1.9). If all of these are not possessed, the lead NGO risks weakening its other programs and its reputation. Animals will then be at risk of further suffering. This is not an argument against being bold. Brave policies are needed to protect animals, and an organization reluctant to

take calculated risks should not do diplomacy. However, if careful analysis shows success is not likely, it is more appropriate to redefine the mission to achievable goals that lead over time to a significant strategic objective. Caution and asking tough questions are hallmarks of the wise, which is why these questions are proposed before any other NGO is brought in. Put another way, if the goal is to amend the charter of the Organization of American States (OAS) in 5 years in order to protect all sentient animals in Latin America from cruelty or to change the approach of a nation like Somaliland on wild animals in as much time, those goals are laudable. But the goals may also be unattainable with the resources, allies, and skill sets at hand; therefore, a more prudent approach that actually helps animals might be to establish a set of intermediary agreements or precedents. Such intermediary agreements can be a framework for a long-term plan. Prudence may not have the high drama of "trying for it all" at once or the spirit of "punching above our weight," but remember the clients, the animals. They cannot speak for themselves. That is our job. Which is more important, ego and exposure or improving the status quo of animals? Some NGOs are known to appear in a crisis with great fanfare, set up a beachhead, save a few animals, raise tons of money on the Internet, and then depart, leaving the majority of their clients in the lurch. Multilateral Diplomacy should not be driven by fund raising or bragging rights. It should only be about saving animals.

True Diplomacy is also about managing expectations as much as it is about winning goals. Once goals are set, donors will require success within their definition of a "reasonable time frame." So will political allies. The lead NGO must be comfortable with their time lines. Once on the road, if it becomes obvious success would not occur as planned without more resources, it may prove difficult to acquire more funding, forcing budget reductions of internal programs, which can undermine internal morale and donor support for the rest of the NGO. Failure of a strategic objective under those factors can allow another NGO to take over elements of the lead's corporate portfolio, and since its reputation might be damaged there is a risk of not acquiring a second try for other strategic goals.

> "It does not take a genius to call for action.
> Genius is turning action into victory."

B: *Assess your allies' abilities and willpower and those in the multilateral community, industry, or particular governments which have a contrary point of view*. Just as self-analysis must be cold and accurate, the analysis of allies and those who differ must be demanding and unrelenting. Not taking time to study and fully grasp their true objectives risks failure. These questions should be asked very early on before any potential ally is engaged.

- Just because one or more allies agree with the lead NGO's general goals "in principle" does not mean they will agree with a specific text the lead negotiator eventually decides to accept. If the allies then disappear, will the final agreement matter? If the lead NGO feels this is the case, then it must leave the defecting allies behind and push ahead. However, to keep the rest of the alliance in place and lay a foundation for a sustainable agreement, one that will be implemented, the lead NGO must also engage the donors and the public by managing their perceptions of the decision. Controversy does not mean failure. In fact, controversy is often inevitable, so perception management is nearly always essential and must be planned for in the Public Diplomacy part of the strategy.
- When picking allies, ask if they are chosen for political wisdom, technical knowledge, or negotiating skill. Will their abilities make them strong enabling partners; or are they mainly "names" to provide political credibility or access to funding?
- Will a disagreeing government or coalition member try to destroy the lead NGO or its reputation? What is the potential reprisal and is there a plan for a counterattack?

C: *After reviewing points A and B, ask to what extent the true objectives of the other players are compatible with each other's and that of the lead.*

- If the opponent's strategic objectives and those of the lead are perceived as totally incompatible, there is a risk of total failure because there are no grounds upon which to build a viable compromise that does not violate someone's core principles. The solution for this problem is often to find compatibility by repackaging the question.
- If individual objectives differ between members of an opposing coalition (quite common), that is an opportunity to create "wedge issues," in other words, positions, perhaps even compromises that do not undermine the core values of the team but can divide or wedge the loyalty of the opposition.
- If the lead NGO's strategic goals rank as only tactics for an ally, which is often the case, the ally may depart from the field at a critical juncture, especially if it feels its own strategic goals have already been met or could be more effectively met by different tactics. Always try to predict those goals in advance.
- Even if the lead NGO's strategic goals are in full harmony with an ally's, there is still always the risk that the ally will depart the field if the lead's means to achieve the common goal are felt by the ally to be incompatible with its ethical frame. This does not mean the lead is unethical, but different NGO's with common strategic goals can still have different *raison d'etre* or reasons for existence. Forgetting this when an alliance is forged is a formula for surprise at the wrong moment. Perhaps the lead simply wishes to work with a government or company with which the ally refuses to communicate.

One of the most important ways to use this question is to determine if incompatibility is simply a problem of perception. What if (for either opponents or allies) the

perceived differences can be bridged through careful wording that builds a paradigm where all objectives are perceived as compatible – even if different. *If that paradigm shift can be achieved, success is probable*.

- By parsing an opponent's true strategic objectives a clever negotiator can turn the other's tactics into the actual "point of discussion," rather than battle over the other's strategic goals. In other words, avoid threatening the opponent's viability "in their eyes"; instead appear to have compatible goals and sympathy. The opposite will be more willing to compromise and less apt to strike back. *Example*: Is the true objective of Tradeisstan's Agricultural Ministry to encourage farmers to use intensive livestock as a tool to save money and achieve a profit, or is the true objective simply to have profitable turkey farms? Is the strategic goal of Village X to sell bushmeat or is it really only to earn enough money to survive?[1] Is Pooristan's strategic goal to produce meat, or are they simply trying to feed their population in the absence of alternative, socially acceptable food sources?
- If an ally's strategic corporate ethics suggest they cannot support a government the lead needs as an intermediary, can cooperation with the ally be achieved by repackaging the government's essentiality? *Example*: A particular species that lives in Bogistan's marshes is at risk from urban development. In order to reduce the potential harm, the support of the G77 coalition of governments in Geneva is needed for language in a resolution in the UN's Economic and Social Council (ECOSOC), which in turn would call for a revision of the dangerous policy. Time is critical. A year's delay will mean the loss of millions of animals. A successful resolution could provide a mandate to the UN agencies to change their development practices in drought-prone areas. Unfortunately, it is also learned that this year's chair of the G77 coalition is the country of Badisstan, which has a horrendous human rights record and whose leader is being pursued by the International Criminal Court (ICC). The Chief Negotiator feels that he must gain the support of the Ambassador of Badisstan because without his support, there is no hope of convincing the rest of the G77, but careful analysis reveals that an NGO ally and donor to the initiative named GoodPets will refuse to collaborate with Badisstan. GoodPets loses nothing (no funds or supporters) by withdrawing, because they are a domestic NGO. They might even gain funds. The Chief Negotiator on the other hand may lose the initiative, making it harder to attain future alliances or funding. Knowing in advance that this could be

[1]Bushmeat trade in particular is a crisis not only for animal welfare/rights professionals and conservationists, but also for those practicing sustainable development in that it threatens the ecosphere even more than the conversion of land to living space and is a prime source of animal–human disease transmission. Yet socio-economic realities often work against this most ugly and cruel of trades. It is also the subject of both bilateral and multilateral diplomatic efforts by NGOs and governments.

an issue allows the Chief Negotiator to develop a plan in advance, perhaps preserving his or her alliance by pointing out that cooperation in ECOSOC only means working with the "position of Chair of the G77," not in any way endorsing the national practices of the government. This is exactly how the UN often works. If cooperation is neutral with regard to internal policies, it does not endorse governmental practices under indictment by the ICC – it just recognizes UN protocol realities.

Case study in partnerships: One way to convince an ally who is reluctant to work with governments is to provide examples of when such cooperation has worked, as in the following situation in Brazil. The Ministry of Agriculture, Livestock and Supply was looking for ways to publicize good agricultural practices in order to impress European importers. Local animal welfare NGOs approached the Ministry with a solution, "Traceable cattle," raised with good humanitarian practices. The Ministry had troubles in the past with Brazilian farmers and European importers, so decided to step up the monitoring of cattle with the help of an NGO partner in order to make sure Humane Slaughter Training took place for both (county, state, and federal) staff in slaughterhouses and inspectors. Strict guidelines were developed with the NGO partner because the NGO managed to gain the trust of the authorities and supply a solution for both animals and the Ministry. The project worked so well that AW specialists were invited to take part in legislation review boards to update guidelines for raising cattle, pigs, and birds. This was a huge step for AW legislation in Brazil and was taken without a single threat or protest. All done by face-to-face conversations, after identifying key players and showing them enough argumentation and a balanced attitude. The NGO approach in this case was one of the advisors to the Ministry, showing the Ministry that the NGO could effectively help solve a problem that bothered both parties concerned (Antonio 2010).

D: *Having answered question A in the affirmative and understood B and C, the team must examine the tools to be used by the yet selected Chief Negotiator or Chief of Delegation*. (See Sect. 1.3 for detailed Discussion on Role of Chief of Delegation.)

- A negotiator for any topic makes the actual field decisions under the supervision of the Chief of Delegation, not HQ, but it is good to examine the following options in advance as a team. To achieve strategic objectives in a negotiation, the negotiator will need to use *persuasion, compromise*, *and direct action* (*threat, media stories, lawsuits, public diplomacy, etc*.). The key is to place the right emphasis at the right time, so the negotiator must be very experienced and skilled. It is a delicate balance when pitted against well-resourced institutions like governments. They have the power and the will, unless those strengths are undermined through "Public Diplomacy."
- *If the Chief Negotiator simply threatens*, the other players may turn away or take counteraction against the lead NGO or even the coalition. Then the Chief must play defensive ball. Advancing is more difficult because the initiative has been given to the other side. Failure. The Chief Negotiator's NGO might earn money

from donors using threats, perhaps even save some animals, which is always good, but sustainable success will be illusionary, loss of a true paradigm shift. *That which deflects from true success is failure*.

- *When defining the skill sets of any negotiator*, look for someone who understands that compromise is ethical if done properly and at the right time. But if all the delegation does is bend to the wind, it fails. A delegation must know its moral boundaries and use its resources sparingly – but use them if needed. A Program Director in a major animal welfare NGO indicated to me that compromise is never acceptable, "since it lowered ethics." That is a misperception. Compromise is *nothing more than the ethical editing of a negotiating position to meet another party's needs while at the same time retaining core principles*. Let us not forget that prior to the Munich debacle of the 1930s, the terms "appeasement" and "compromise" were not viewed in the pejorative. Unfortunately, now they are part of the common vocabulary of defeat, but any professional diplomat knows the modern public view is unwise. There is no greater an authority on this than Winston Churchill whose political career benefited from the Munich event, and yet he was an advocate for compromise in its proper time.

> The declaration of the Prime Minister that there will be no appeasement commands almost universal support. It is a good slogan for the country. It seems to me, however, that in this House it requires to be more precisely defined. What we really mean, I think, is no appeasement through weakness or fear. Appeasement in itself may be good or bad according to the circumstances (Morgenthau 1968). Churchill could have spoken for any animal welfare NGO faced with choosing a strategic compromise.

The issue of ethical compromise is very important in negotiations. Because it is natural to narrowly define people with whom a team wishes to negotiate, or whose behaviors must change, negotiators may discard, even unknowingly, information that does not fit a preconceived perception. That can lead to arbitrary knee-jerk responses or when considering "logical alternatives," call them "ethical compromises." The classic allegory for this in negotiation theory is Aesop's "Fox and the Grapes." A fox wanted some grapes, but could not reach them and so rationalized that he really did not want the grapes anyway, they were not tasty, and moved on instead of looking for a solution (Aesop 1955). Just because a government is tough on animals or humans does not mean an argument cannot be made in the UN to improve things. Just because a grocery store buys inhumanely slaughtered cattle does not mean they cannot support animal protection. A Delegation may have to bend a little in its position, but that does not mean it has to undermine its ethical foundation.

Of course the highlight for some contrarian delegations is to find the right "compromise word or phrase," and then insist on their formulation. In other cases, the negotiator may run into delegations (governments or NGOs) that will never bend, in hopes that he will. He will need to be sensitive to the room's atmospherics and the personality of the other delegations. Compromise can be a powerful tool to move a cause down the road; and if the delegation does it, the

action should be packaged as compromising "in the spirit of consensus," but remember that not everyone plays fair. Compromise is not always going to win points. Saying no to the tough guy may make seem rigid, but sometimes that is what it takes. Pick a tough negotiator.

Make sure the dispute requiring compromise is not over poor language, meaning that the other has not just misunderstood the lead's view point, or the lead theirs, perhaps due to a difference of language or jargon.

- *Persuasion* starts any debate, will be used throughout the multilateral process, and is the face of diplomacy. This is where the lead links objectives in order to bridge what before seemed irreconcilable differences, often simply by repackaging concepts and language by "reframing the question." But the other arrows in the delegation's quiver are almost certain to be used at the appropriate moment to keep momentum going in the right direction. When dealing with each other, Governments sometimes use coercive persuasion to win their argument: (a) a demand, (b) the creation of a sense of urgency, (c) threats of punishment for noncompliance, and (d) promises of incentives. This happens a lot in the Security Council, but NGOs cannot go about using overt coercion with Governments, at least not at the same level.
- *Direct legal action* could be lawsuits such as are conducted by organizations like the Animal Rights Defense League (ADRL) and People for the Ethical Treatment of Animals (PETA). All of those roles are useful as part of a program of persuasion. They can cost a corporation dearly in terms of funds and reputation.
- *Physical direct action* could be ok as well, so long as it is within law. It is a fact that governments might consider that in the case of Sea Shepherd, not only have NGOs saved many whales from a horrible death, they have also have cost Japanese whalers many millions of dollars, reducing the economic viability of their illegal acts – without breaking international law, nor the laws under which their ships are flagged.

In certain circumstances under the theory of "persuasion," the negotiator could imply that there are other NGOs which will respond to a negative position through direct action against private national interests. Such threats need to be couched in terms of the delegation trying to avoid conflict; otherwise, the negotiations will come to a quick end. The stated goal is to look for a solution acceptable to both parties. Keeping in mind that raising forms of coercion can be very counterproductive, the four elements can be reformulated as a design for effective NGO persuasion. In other words, this is about "*communication*."

- (a) Instead of a demand, the NGO has an "ask," perhaps a resolution on protection of an animal species.
- (b) There must be urgency or importance to the issue, or governments would not take the time. They are very busy. Remember that if they do not take the initiative seriously, many animals will be at greater risk.
- That leads to (c) and (d). Instead of threats or punishments, the lead could explain that if (a) is not done, there will be unintended dire consequences,

perhaps the animal in question is essential for food or job security or the ecological balance (snakes to preserve banana crops), some issue of great import to the culture, even if the grounds for the government doing good acts have little to do with animal welfare or conservation, per se. The incentive for the government is "the positive result of supporting the initiative," e.g., more people are fed, or poverty is averted, or ecological balance is restored. The lead negotiator need not care why the government or the UN agency, etc., agrees with the initiative. What matters is that good things happen to animals.

The study group does not decide which tactics will be used, but does need to examine their potential value and make recommendations.

1.2.3 Step Three: The Decision Memo as an Initiative Coordination Tool

Assuming that the small study group feels the project should move forward, the next step is to create a Decision Memo, which is in some ways is like a larger study group; only now any part of the NGO that might be impacted should clear the memo, as well with potential allies, to see if they want to be a part of the project. In addition, the memo has the operational function of asking a decision maker for an actual GO decision. This has to be someone with proper authority, e.g., the CEO, Director of Disaster Management, the Director of Programs, etc. That all depends on the NGO. There are only four options from a Decision Memo (a) decide not to proceed, (b) refer for more study, (c) ask someone else to take the lead, or (d) commit.

In addition to being a formal process for fleshing out the issue, the Decision Memo is a tool to build a coordination process, since it will decide who is in charge and the point of negotiations and its boundaries. Steps one and two might take very long, but a Decision Memo could take a month or so because so many people are required to clear it, essentially every NGO that might be a partner and any office in the lead NGO that could be impacted. Steps one and two map out strengths and weakness of potential coalition partners. In step three, they are asked to help the lead refine its analysis of the opposition. If all three steps are not taken, the lead risks different parts of his or her organization or alliance working for their own interests and making unreasonable demands, even undercutting his or her position during critical negotiation phases. To flesh out options for discussion and fairly adjudicate disputes, use a *formal clearance process and a chain of authority*. Some will see this as overly formal, but it will save time and confusion.

Size matters. No matter how complicated the issue, the Decision Memo should take up no more than two full pages of substantive text. Make it a memo to the Decision Maker(s) from the Team Leader asking for a specific decision.

The following shows how such a memo might be crafted for a fictional conference proposed for Nairobi in 2015. Keep in mind that Decision Memoranda should simplify understanding. Instead of inserting lengthy explanations of points in the main body of the memo, relegate explanations to attachments, often called "Tabs." In other words, keep the basic memo to a statement of logic and consequences, a few essential facts.

The sections of the memo are as follows:

- Question for Decision
- Importance of Topic
- Essential Factors
- Background
- Decision Checklist
- Clearances
- Tabs (if any)

Instead of a subject line, as is normal in memoranda, ask a question or *Issue for Decision*.

- *Question for Decision*:

  Sample Text: Whether to negotiate a Declaration to protect stray dogs in the Horn of Africa.

  Sample Text: Whether to agree to a specific plan in TAB C to build an NGO coalition to insert animal welfare text on protecting stray dogs in the Horn of Africa (TAB B) in the Outcomes Document at the Yokohama World Conference on Sustainable Agriculture. A key element involves inviting Ambassadors and UN officials to an event hosted by the new coalition July 20.

- *Importance of Topic to the NGO*:

  A few sentences as to why the issue of stray dogs in the Horn is important to the NGO's mandate, financial posture, etc.

  Sample Text: Our strategic goal is to reduce stray dog populations along the Eastern coasts of Africa. Because Yokohama is a summit of major donor nations to sustainable development programs, it can be a catalyst for channeling funds to proanimal programs and fostering regional standards.

- *Essential Factors*: This is a list of key points. Some will be basic facts such as the date of an event, but others will be short distillations of analysis from the Tabs. The Tabs resolve hard, uncomfortable questions about what will work and why, and alternatives. A decision maker should read a short understandable statement, and then flip to the Tabs for the analysis.

  – The Yokohama Conference on Sustainable Development in the Horn of Africa CSDHA is led by UNDP, and hosted by the Government of Japan, to be held in Yokohama, January 18–24, 2013.
  – This is the fifth such conference, the first being in Nairobi in 1997. This is also the first time animal welfare has been represented.

- Reducing stray dog populations reduces health risks for humans from worms, mange, and rabies. It also reduces animal bites, especially hungry and/or abused animals, as well as economic losses in tourist areas; upset visitors do not want to spend money there, might refuse to return, or tell friends to do the same (See Tab A) (Regnery 2010). Note: The chief veterinarian disagrees with some points in Tab D.
- Yokohama is to be the catalyst for creating the *Horn of Africa Development Project*. For animal welfare, it is a tool to integrate our methods of animal care into the UN's development techniques (*See Tab B*).
- Ours is the largest NGO managing animal welfare projects in the Horn of Arica, but effectiveness has been hampered by insufficient funding and political will by local governments, and poor NGO coordination among NGOs. This conference could significantly alter the status quo on all fronts if we can insert specific language in the final Outcomes Document (Tab C for draft language).
- Many funding problems stem from a lack of a coordinated strategy by NGOs linking our goals with those of local governments and Donor nations. Based on discussions with the EC, UK, Tanzania, and Somaliland, and conference secretariat, we can lead the way to drafting a resolution (See Tab D for pulling other NGOs under one plan).
- We also propose a reception for essential delegations (Tab E). This will be held on July 20th. The plan also envisages preliminary meetings at UNHQ in New York.

- *Background Tabs*: As already noted, most decision memoranda keep the summary background to essential bulleted facts or a concise paragraph. The drafting officer will be tempted to be verbose. Resist the urge and use the Tabs for critical detailed background papers, e.g., a backgrounder on dogs in various countries, a short analysis of key donor nations, and how to entice them. The entire *memo package* may become an inch thick, but the *Decision Memo* itself must be no more than two substantive pages, plus the headers and clearances. Example, "dogs in the northern Horn of Africa suffer greatly from malnutrition and lack of veterinary care (Tab A for details)." Details are not needed in background paragraph. Let the Tab explain, was it based on a study and why is that study reliable? Did someone disagree? Why?
- *Decision*: This section is for the Decision Maker

  (a) Approve
  (b) Disapprove and why. The explanation is usually just a few penned in comments
  (c) Suggest an alternative route. This is spelt out by the Decision Maker in a few sentences.

  Note: Another approach for the decision section is to present a couple of options, especially if the team is split over separate approaches. In this instance, each option should be expressed as a sentence and have its own Tab for explanation.

Option A might be to *Approve Plan in TAB C* to build a coalition of NGOs to insert animal welfare text on protecting stray dogs in the Horn of Africa (TAB B) in the Outcomes Document at the Yokohama World Conference on Sustainable Agricultural Development.
Option B might be to approve plan in Tab X to unilaterally negotiate.

- Clearances:

> **Note**: People often blanch at the time involved in seeking clearances. Sometimes this may be because the drafting official cannot deal with contrary points of view. In other words, the drafting officer may have written the Action Memo in order to justify a specific action she or he feels passionately about or which the boss has demanded. The clearances should reflect a conversation where the memo's question is tested, like an experiment tests a theory. Be neutral on the outcome; otherwise, the paper will prejudice the result, *which is why the subject line is a question, not a policy statement*. Each part of the team can offer opinions, even recommend changes, and challenge assumptions. Doing so builds consensus and a better product.

  - Each office or scientist in the lead NGO with a major potential interest in this topic must clear the memo, vertically and horizontally, assuring the *Decision Maker* that the paper has been properly vetted. (If a coalition is used, then one representative for each coalition partner clears.)
  - Clearers cannot be afraid to defy common wisdom. They must be able to ask tough questions without their loyalty being questioned. It is not important whether the clearer is correct, rather that he or she had a chance to speak honestly. A plan will only succeed if the team shows zeal in following it. Respect dissent and the dissenters will respect the mission. That is especially true if the negotiation involves a multiple NGO team. As any soldier would say "people, not plans, make victories."
  - Though clearances can be very show, they help craft a tight memo of well-developed questions for decision.
  - This is not an HQ document. It is a team effort. If the lead NGO has regional offices, the impacted ones also need to clear it in full.

- *Possible Tab Headings*:

  Tab A: Funding and Policy Importance of Topic to our NGO and the Animal Welfare Community at large.
  Tab B: Specific language proposed for final Outcomes Document.
  Tab C: Plan to energize animal welfare NGOs which operate in the region.
  Tab D: Plan to energize Key Governments, including proposed meetings.
  Tab E: Importance of Topic to the Animal Welfare Community.
  Tab F: Country by Country Briefs on Stray Dogs

Tab G: Proposed Budget (Note: Every initiative needs to have a cost associated with it, so that the overall impact on the NGO funding programs can be assessed. This Tab should also consider what other NGOs might contribute, what they will extract for such funds).

1.2.3.1 What if Consensus Is Impossible?

Consensus is not always possible. If one party or group insists on their minority option, it needs to be reflected. The decision maker then chooses the final action. *Just because the majority has a set position, does not make it the correct course of action*. Lacking consensus is not optimal, but sometimes the same facts lead people to different directions. Consensus often requires compromise by its very nature; so the team must respect dissent. The team must then follow whatever direction is given by the decision maker. Formalistic as that sounds, this process is essential. The problem of course is that while it is fine to have a Decision maker decide disputes, unhappy partners may disappear at this point if they do not like the results. The Team Leader's job is to make sure that this does not happen, if at all possible.

1.2.3.2 Deciding on a Meeting Instead of an Initiative

Even a simple meeting requires preparation, if not a formal decision memo. In the UN in fact, the most effective meetings are often held in corridors and side rooms, but side-meetings are not necessarily informal. Often, they are as formal as those held in a Mission or Embassy. Some sort of set of questions needs to be asked very similar to that needed for a major decision.

1. *Is the meeting needed*? Reporting at the end of the year that an NGO representative saw 20 diplomats might look impressive, but was anything learnt or the status quo changed? Did the meeting raise money? That is what really matters. If a representative just wishes to impart information, a letter with attachments is often just as effective, perhaps phone calls or e-mails.
2. *Why visit this Mission*? What makes it important vs. other Missions? Who will be visited? Does the person being met have authority to make the appropriate decision?
3. *Understanding*. Does the person visited understand the difference between animal welfare, rights, conservation, etc.?
4. *New Issues*. What issues are likely to be raised by the contact person and how will the representative handle them?
5. *Is there an Appointment*? Do not just show up. Set a date, time, and venue, to allow both of the delegate and person being met to prepare, as well as an agenda so that the meeting is organized. Make sure there is enough time to achieve the key goals. Request the meeting in writing and then follow up with phone requests. Be on time.

6. *Venue*. UN Missions change and some missions occupy more than one building. Make sure the address is correct. If time if available, scout the location in advance. Start with the *Blue Book*, which is published every September by the Protocol and Liaison Service of the UN and covers mission staffs.
7. *Report on the Meeting*. HQ and other parts of the lead NGO need to know what happened, and any recommendations the representative might have.
8. *Get items in place*. Be prepared with the right handouts in the right order.
9. *Keep the meeting in order*. Have no more than three goals in mind and make sure to raise each one. The people the representative will meet with are busy and have different time constraints.
10. *Ask if the person being met has questions*. Summarize any agreement in case the person met has a different interpretation.

1.2.4 Step Four: Position Papers – Guidance for the Delegation

If the result of the Decision Memo is to move forward, an *agreed* set of Position Papers then must be arranged for each topic of negotiations before the delegation arrives, stating who is the lead negotiator and the agreed positions; in other words, these papers are the formal guidance for the delegation used throughout the event. These are similar to a Decision Memo in size, except that while the Decision Memo might only reference specific text to be negotiated or summarize strategic goals, the Position Papers actually flesh out the boundaries of acceptability and the background or rationale in deep detail for each topic. Position Papers must be crisp and understandable to the delegation. That way, if a topic lead or the negotiator becomes sick, it would not matter because the Position Paper will spell out what needs to be known and how the position was arrived at.

Some topic specialists will be parsimonious with boundaries, unintentionally at times, guaranteeing failure in the real world. That is a mistake which needs to be pushed back by the Negotiator and Team Leader. The delegation must have reasonable boundaries, not a straitjacket of impossible goals or text. Nonetheless, if a strong minority emerges when developing the Position Paper its viewpoint must be reflected in the draft version that goes to the Decision Maker(s); however, unlike a Decision Memo, the Position Paper may be in final form before it goes into the Delegation Binder, leaving no lack of clarity. Position Papers are a delegation's bible, especially an inter-NGO delegation, so anyone involved, including officers from allied NGOs, must be involved in clearing. Even if everyone on the team has the same animal welfare science background, each office in the negotiator's NGO, even NGO allies, will have preconceived notions of victory, each its own individual definitions and values. A Position Paper makes sure there is a reasonable understanding of the route to be taken; otherwise, a lack of clarity can emerge which inevitably leads to disaster on the ground.

Each issue should have its own simply written two-page format, though Tabs are allowed for detailed background papers. This will be an especially important tool if

the Delegation is made up of representatives from different parts of the lead organization or draws officers[2] from other organizations; the papers must be cleared by all interested parties before departure for the negotiation. Be sure to provide plenty of time for discussion, usually 2 months before the conference, as that will avoid misunderstandings once the delegation hits the ground. If the Position Papers cannot be fully agreed, then the final version is decided by the Decision Maker. Note: The risk here of course is that if consensus is not reached, the losing partner may defect.

The following is a possible format for a Position Paper being used at a fictitious World Conference on Natural Disasters (WCNR) in Berbera, Somaliland, in 2015. The Delegation is the Coalition of Camel Welfare NGOs, known by its acronym, CCW.

Paper topic
Scope of the Term Disaster
World Conference on Natural Disasters
Berbera, Somaliland
January 24–25, 2015

Definition of Topic: How broad should the scope of "disasters" be under consideration by WCNR? This was a contentious issue in the drafting committee, with some arguing for a narrow definition (i.e., "natural disasters," to mean disasters caused by natural hazards and limited to those disasters that overwhelm a society's ability to protect its population from physical harm, others wanting to broaden the scope to include environmental, technological, and other man-made disasters, and others wanting to include protecting cultural structures and artifacts, and sources of livelihood.

> *Note*: Notice how the *Definition of Topic* paragraph straightforwardly lays out the different definitions and that there is controversy; but does not take a side. Keep such a paragraph neutral, a simple statement of facts.

Delegation Goals. The CCW supports broadening the scope of "disasters" (as defined above), in particular to allow for the protection of ". . . sources of livelihood," as that will allow for the protection of companion camels and camels used for labor and food security. We can agree that there is value in a multihazard approach to risk reduction, but there should also be appropriate boundaries. The CCW does not want to include issues in this conference such as conflict-related crises, or to duplicate the climate-change work already covered in the United Nations Framework Convention on Climate Change (UNFCCC), especially as we are already engaged in forums dealing with those categories of emergencies. However, if the cost of gaining agreement to "cultural structures and artifacts, and sources of livelihood," is to broaden the categories, that is acceptable.

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[2]Some organizations use the term "officer" to mean the lowest rank. This book defines the term to mean everyone from the CEO to the lowest official. All delegation members are officers, though in diplomatic jargon, the head of the delegation to a UN conference is usually the Delegate, with the other members being called Alternative Delegates.

Note: The Delegation Goal paragraph is clear, as are the goal's rationale, so too a fallback position and its boundaries. Do not provide in depth rationale here. The paper is a "ready to use reference guide" taken by members of the Delegation to the floor. If in-depth rationale or background on the topic is needed, include that as a Tab "attachment."

WCNR Agenda Items: Since "disasters" are the focus of this conference, every session will touch upon this issue. Defining "disasters" will be the purview of the Drafting Committee as it prepares the Outcomes Document for final adoption. Drafting Committee Chamber, Room 12, Randolph Hall. Lead Officer. Harry James of Two Hump Rescue. Reporting Officer: Jane Meadows of Hybrid Camels, Inc.

Note: Every conference has an agenda. In the case above, the definition will come up everywhere, which is why the Delegation cares. If the topic is narrower, list the individual items and the action officer for that item (the person representing the Delegation and who will either write a report on the results of the item's discussion or assign this task and to whom). *Examples*:

1. *Addressing the Root Causes of Vulnerability of Farms and Pastoral Ranges, Thematic Session 1:10, Room 45A, Randolph Hall. Lead Officer: Pearl White of Camel Sanctuaries.*
2. *Disaster Prevention and Adaptation to Climate Change, Thematic Session 1:7, Room 13, Kent Hall. Lead Officer. Harry James of Two Hump Rescue. Reporting Officer: Jane Meadows of Hybrid Camels, Inc.*

Background on Why the Topic is Important to CCW: CCW member NGOs are involved in long-distance transport of Camels and disaster management and therefore support a multihazard approach to risk reduction that is practical. We should avoid awkward, unproductive distinctions between planning for wildfires started by lightening vs. those caused accidently by campers or intentionally by warring tribesmen. Deforestation that causes landslides and flooding also require common information and response strategies. Narrowing the boundaries to only human physical protection reduces the ability of the alliance to protect its charges, and violates post-Rwanda crisis thinking on humanitarian emergencies that understand protecting a person to mean protecting his or her culture, way of life, and livelihood. Broadening the definition too far though has risks in that the additional climate change issues may be already adequately handled by the UNFCCC and thus a diversion from the appropriate focus of this conference.

Note: Simplicity is the key. This paragraph sets out the importance and rationale for the issue, and a foundation for a counterargument to the proposed definition. If more is needed, use a background attachment.

Talking Points.

1. The Camel Care Alliance supports a practical multihazard approach to risk reduction.
2. Broadening the definition too far risks including additional issues already adequately handled by the UNFCCC, a diversion from the appropriate focus of this conference.

3. Narrowing the boundaries to only human physical protection is inappropriate in that it violates post-Rwanda crisis thinking on humanitarian emergencies that has come to understand that protecting a person must also be about protecting his or her culture, way of life, and livelihood, in our case as animal welfare NGOs to protect a specific species of livestock from cruelty.

Note: The idea is have a few simple points to make in opening statements or to the media. As the negotiations progress, the Delegation will need to use it best judgment for further topics, making sure that when possible, such statements are cleared in the team.

HQ Contact. List an expert(s) at HQ or elsewhere with full contact information (24/7) who can be reached if the Delegation is uncertain of the next step.
Draft: Date: Carol Bason, Camel Herders of America, *e-mail x Phone Y*
Clearances:
Pearl White of Camel Sanctuaries, e-mail x Phone Y
Harry James, Two Hump Rescue, e-mail x Phone Y
Jane Meadows, Hybrid Camels, Inc., e-mail x Phone Y

Note: Make sure one person does the drafting (usually the lead NGO for the topic) and an authorized representative from each participating NGO clears the document.

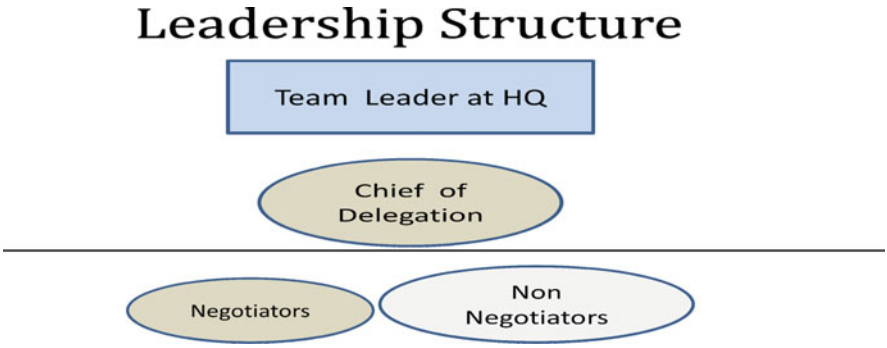
Step Five: Negotiations – Who Manages What? The next step is to negotiate. If there is a delegation of more than one individual, it is managed by one officer, known as the Chief of Delegation, the Representative or chief negotiator. One of the first things done when a delegation is registered at a conference is to list this person as the officer with the final say on all matters. The other delegation members are generally known as Advisers or Associate Representatives, but this is only custom. There is no firm rule.

Keep in mind that at a conference, several different items might be negotiated at the same time. For example, if an NGO sent a delegation to the UNGA, it consists of the Assembly and several committees; therefore, separate officers might negotiate separate resolutions or reports in each of the different committees at the same time. Each of those officers is the "lead negotiator" for his or her topic and has full responsibility for that specific negotiation, subject to changes directed by the Chief of Delegation who might also have responsibility for a specific topic, likely the most important item being negotiated. If only one major topic is being negotiated, then the roles of Chief of Delegation and lead negotiator are rolled into one. Another way to think of the Chief of Delegation is as "Chief Negotiator of the Delegation." Though negotiating several things at one time is more common than not, for purposes of simplicity, the rest of the book assumes (unless otherwise stated) that a negotiation is for one major topic and therefore the roles of Chief of Delegation and lead negotiator are the same person (see also Sect. 2.5 for more detail).

A topic's lead negotiator coordinates the creation of the position papers for that topic, which includes supervision of topic-related material for inclusion in a Delegation Binder, itself containing information for all of the negotiations. This way, the entire delegation has an informed view of all negotiations, important if someone has to cover another. A lead negotiator also chooses tactics to suit the

fluidity of negotiations and decides what to accept or not, within agreed boundaries. The lead negotiator also manages the After Action Report for his or her topic at the conclusion of the negotiations, but before the team returns to HQ. It is very important for the report to be done before the team disperses; otherwise, memories will fade and future reports might become inaccurate and influenced by other reporting.

My recommendation is that while this is going on, the Team Leader remains at HQ instead of being a part of the delegation, as that will cause confusion of responsibility. Instead, the Team Leader becomes the delegation's liaison in HQ, responsible for keeping the coalition together back at home, initiating supportive Public Diplomacy efforts as requested by the Delegation or the coalition, and ensuring that appropriate resources are available. Those functions are best done at HQ, not in the field. In summary, in a larger delegation when there are several lead negotiators, each reports to the Chief of Delegation who is also the Chief Negotiator for the delegation as a whole. He or she manages the team and coordinates with the Team Leader at HQ who manages other critical roles.



1.2.5 The Delegation Binder

A dedicated binder of information should be provided for any meeting or conference, inside of which are contained the following items (for those not wishing to print paper, make the binder a set of PDFs to be placed on each delegate's laptop). Ordinarily this is managed by a junior member of the delegation, supervised by the Chief of Delegation.

Elements of a Delegation Binder

1. Agenda and Program
2. Meeting Documents. These are documents that were created prior to the event, like preparatory reports

3. List of delegation members and a short biography on each. The biography could be a critical piece of information when dealing with the media
4. List of hotels and mobile number and e-mail addresses, very important if someone needs to be reached during the event. Try to keep the entire delegation in one hotel
5. Provisional list of all conference attendees. Many conferences develop these in advance. Make sure the delegation carefully reviews the list to identify potential allies or obstacles, then prepare a short paragraph explaining the opportunity or potential issue
6. Delegation Position Papers on each issue, as well as the Decision Memo
7. Delegation's Background papers, the detailed analysis used to help in debates
8. Instructions for Handling the Media
9. Administrative information on the Conference, e.g.,
   (a) Maps and Directions to the Conference Site(s), social events, hotels, trains, and airports
   (b) Immunization and Visa Requirements
   (c) Internet and Mobile Phone Availability
   (d) Interpretation[3] and Translation[4] services
   (e) Catering. When hosting an event at the conference, the official catering services will usually be used. Investigate well in advance, as some NGOs have very strict dietary requirements. See "Food at Receptions and Other Social Events" in Section Four of the book on Protocol
   (f) Security. Is a badge required and how to get it, what are the restrictions? In some cases, NGOs are not allowed in Government Delegation Only rooms
   (g) Visa Requirements
   (h) Announcements. How to handle publicity out on an event
   (i) Other

1.2.6 After Action Report

The next important memo to remember is the "After Action Report." Without that, there is no historical record. Every NGO involved in diplomacy or lobbying for that matter should have a central electronic file that contains such reports. That way, future negotiators will be a step ahead. Before drafting a Decision Memo or a Position Paper, read after action reports from prior missions. All of them should be in the Delegation Binder.

[3]Interpreting is paraphrasing – the interpreter listens to a speaker in one language, grasps the content, and paraphrases his understanding.

[4]A translator can write in the target language and understands the culture and can provide an exact understanding.

An after action report should be written before the team departs for home, whether the mission was to a conference, a meeting with fellow NGOs, a government, whatever. This is important so that information is fresh. One officer should do the drafting; each team member needs to clear (which is a common term in diplomacy for approving), simply because each member will inevitably have a different view on events. The Head of Delegation is the approving officer for the report and the one who sends it to HQ or whoever else needs to see it, e.g., partner NGOs. I hate paperwork. It is the action which is interesting, but Decision Memoranda, Position Papers, Background Tabs, and After Action reports are essential reference material. Doing these items well reduces paperwork and redundancy of effort. It also makes it easier to pick up the pieces later on, especially if the team members move on to other jobs.

A basic format for an After Action Report goes as follows.

Fr: Head of Delegation

To: HQ (name of person(s) there

Other agencies (names of persons there)

References: These are one-line references, referring to past Position Papers and other relevant material. The idea is to minimize text in the report, so no need to repeat positions in the report, other than a brief summary statement of goal(s). Examples: (a) *Position Paper of Dec 26, 2010 on Cruelty Against Bears for the February 24, 2011 – Berlin Conference on Bear Cruelty*. (b) *Research Project on Bear Cruelty in circuses by Paul Minor, Feb 10, 2009*.

Subject: After Action Report for the March 15, 2018, UN Conference on Cruelty Against Animals, New York. *For a conference, there might be many Agenda Items being covered. In that case, make a short report covering the entire conference and short reports on each agenda item. Two or more items can be combined in one report as well, but no report should be more than two or three pages in length. One page is best*.

Summary: Summarize the reason for the trip, what was accomplished and what did not go well. Keep it to one paragraph. The report will contain the details.

Body of Report:

(a) List the Delegation Members and who led on which item, as well as who was Delegation lead (remember that the report does not go out until it is cleared by the team members and approved by the Chief of Delegation).
(b) Report on what went well or not and why. This is not an exegesis. The report should be written in the simplest possible language, however, covering all of the main points in concise and accurate terms that can be easily followed by the CEO of the NGO, even if he or she is not deeply familiar with the topic.

(c) If materials (reports, studies, resolutions, etc) have been collected at the conference, list and explain their relevance.

Recommendation for further action and why: keep to one paragraph.

1.2.7 Step Six: Issues After Completion of the Negotiations

Upon return of the team after negotiations, an "After Action Review Session" should be held to discuss what went well or not and why – even if the consensus is that all goals were achieved. This discussion is led by the Team Leader and should lead to new Decision Memos deciding what next to do:

- Find ways of implementing the agreement, if one was made.
- Cancel project, if that is the consensus.
- Engage in new negotiations or perhaps public diplomacy efforts.

1.2.8 Implementation of a Negotiated Agreement

Negotiation is a process, not an event and just because a negotiation was successful, it does not mean negotiations are over. The deal must be followed through, perhaps through "implementing legislation," or rules promulgated by existing legislative authorities, any one of which might require lobbying and/or further negotiations. Some agreements will be local and some national, regional, or global. As one NGO we consulted said in the survey for the book "laws not enforced – no infrastructure to do it – ignorant officials" (International Farm Rescue 2010). This observation is very important because it points to the importance of using NGOs at all levels from shelters to national NGOs to advocate for implementation after the deal is done – which of course they too must be well informed on the details of the deal and how to negotiate change.

For international NGOs, understanding why it is important to work with regional bodies is obvious. An NGO protecting endangered butterflies migrating between North and South America might need a regional deal brokered by the OAS; about 30% of the NGOs we contacted in the Americas work with OAS (International Farm Rescue 2010). Recognizing that national legislation along the flight path will nearly always differ, before multilateral negotiations take place, the lead NGO or coalition should lobby for "common multilateral principals" that will be implemented by national legislation, e.g., not to trade in endangered species, to only permit humane transport of camels in caravans overland from Somalia to Cairo, etc. The advantage of principles vs. rules is that they get over the natural resistance of

governments to reduce sovereignty. The UN and other multilateral bodies are not global governments after all. The lead may want to start with national agreements, even negotiate specific language, then when enough national rules are enacted that are similar in intent, use them as precedent for stronger or clearer voluntary multilateral principles, which might be the subject of the negotiations just discussed, perhaps through the instrument of a resolution. Over time, confidence in the international principles can lead to the negotiation of a binding multilateral agreement or Treaty. The thing to remember is that any agreement must be implemented, whether binding or voluntary instruments like the Universal Declaration on Animal Welfare (UDAW)[5] or the Universal Declaration of Animal Rights (UDAR), both of which are discussed in detail in the declarations portion of Sect. 1.3. None of them can be administered without "national implementing legislation," and those will differ in text, especially if different languages are involved. Therefore, both in the steps leading to the Decision Memo and during the *After Action Review Session* after negotiations are "complete," assuming the negotiations are successful, the Team Leader and his or her team need an "implementation plan" for lobbying or negotiating with national bodies – except perhaps in the EU, which has an evolving model of multilateral governance.

1.2.9 Nonratification or Nonimplementation

Even if a country's President signs a negotiated text, does that mean the government supports it? *Maybe*. Depending on the system of government, the legislative branch may have to concur with the executive, even if the Foreign Minister approves. Legislative branches have said no in the past, e.g., when the US Senate failed to ratify the Kyoto Protocol of 1997, which aimed to lower greenhouse gases or after World War One when it failed to ratify the Treaty of Versailles. The failure of the European Constitution is not exactly parallel, but just because a government like France is supportive does not mean a treaty will be ratified. Always check the system to see if further work is required.

When deciding to negotiate a deal, remember that it must then be implemented, and that can mean years of postnegotiation work, requiring more staff from the coalition, not just the lead NGO, and in some cases a government to enact "implementing legislation." In some cases, existing authorities may allow government agencies to enact fresh implementing rules or practices, which is also often the

[5]*Disclosure Notice*: None of the reporting on UDAW in this book comes from records obtained while I was the UN Affairs Director at WSPA 2005–2009. To avoid the possibility of accidently using confidential information, reporting on UDAW is entirely based on work I conducted in the US Department of State until I left in 2005 and work I conducted after I left WSPA in October 2009. Information in the public domain is an exception. The same general rule was followed for my research on WSPA matters. I also relied on interviews of WSPA former and current staff conducted in 2010 and 2011.

situation with International Organizations. Since the point of any negotiation is to change the lives of animals for the better, analyze whether or the target government (s) or agencies are willing or are able to implement the deal. This analysis comes before negotiations even start and continues as the negotiations evolve.

Case Study: the struggle against driftnets. July, 1989, saw the culmination of years of effort to end drift net fishing with the promulgation of the Tarawa Declaration, followed by a Convention on the Prohibition of Driftnet Fishing in the South Pacific at Wellington the same year and then also in the UNGA adopted by consensus A/RES/44/225 on December 22 (UNGA 1989) calling for a moratorium on pelagic driftnet fishing. *Though a deal had been made*, driftnet fishing continued, probably due to the high profit and because the high seas are tough to patrol. Finally after much pressure from HSUS, EarthTrust, and other NGOs and governments, in May 1992, a binding Treaty on Fisheries Surveillance and Law Enforcement in the South Pacific Regions to enforce the Wellington Convention was completed at the 22nd Forum Fisheries Committee meeting in Niue and signed by the 12 member states of the South Pacific Forum and Palau (Earthtrust and Driftnets: A Capsule History 1995). The UN's ban on driftnet fishing was a win for animal rights, animal welfare, and conservation. But the struggle goes on. It will be up to NGOs, the UN, and governments working together, to make the ban totally work.

As Neil Trent pointed out in State of the Animals III in 2005, when speaking of South Africa and the Caribbean Islands, along with Southern and Eastern Europe, Animal welfare laws are the norm, but enforcing them is the biggest challenge (Trent et al. 2005). Never assume that because a government should implement, that they will, or that implementation would not take surprising turns due to politics. In 2010, France got into trouble with the European Commission for the way it expelled Roma migrants. According to the government of France, their process was in keeping with their duties under the EU's free movement directive, but according to officials in the EC, France was incorrect. The point is not whether either party is right, but the point is that implementing laws or rules do not always look the same. Once the primary negotiation is complete, if it was to lead to fresh rules, laws, or customs, the lead NGO or its alliance must have already planned a follow-up campaign (Castle 2010).

1.3 The Role of Chief of Delegation

We have already discussed the need for a trained, experienced negotiator to manage the Position Papers and then the delegation itself. He or she is also responsible for selling the positions to other delegations and must have authority to make decisions

in the field. The delegation's chief negotiator is also Chief of Delegation and overall manager of the Delegation. This role is seldom held by the Team Leader, who has already defined important responsibilities back at HQ, and who might know the topic best or even be an experienced lobbyist, but not be skilled at multilateral negotiation. The two form a team, one in the field and one in HQ, each supporting the other (Fig. 1.2).

A good Chief of Delegation has courage, the ability to be innovative, and is not afraid that one's career will collapse with a mistake. Good judgment includes the ability to place the agreement into a larger context, while at the same time raising the importance of his or her NGO's issues. To the NGO, the agreement might be the most important thing they want, but at the UN, the topic might be barely noticed in the larger scheme. The Chief must be prepared to make a deal, not simply talk, be ready to develop concrete agreements, adjust differences, and line up support, and be willing to *compromise* without losing his or her moral core. This often means being able to convince HQ to make hard choices.

If the delegation head is also a topic expert, that is great, but this combination of skills is not always easy to find. Experience shows that the Chief of Delegation does not need to be a true expert at the negotiated topic so long as HQ's position is understood, especially the boundaries of acceptability. Real-time or at good access to experts and HQ is imperative, probably through the Team Leader. That said, we are about animals and the Chief must have a genuine love of animals that comes through. Every NGO will have its own point of view on what this means. Whenever I engaged in diplomatic acts for animals, some personal principles were always kept in mind.

Fig. 1.2 Author with indigenous tribal elder. (c) Larry Roeder

Roeder's Principles of Animal Protection Diplomacy
All animals, *sentient or not* should expect:

1. Appropriate nutrition
2. Appropriate healthcare
3. Appropriate husbandry
4. Appropriate protection from environmental hazards and conflict
5. Reasonably normal life and a humane end of life.

The Program Director in one animal welfare NGO I consulted for this book said that if negotiating decisions were not made by an animal welfare scientist, then her NGO's "moral compass" would be at risk and the delegation might make ethical compromises for expediency. If that theory were true, foreign ministries would have huge staffs of diplomats on hand. Instead, they usually only have a small corps of trained negotiators supported by topic experts. Many negotiators are also topic experts of course, and many NGO negotiators are world class, but it is not required for everything. Though I ended up as a recognized expert in disaster management and development; prior to that, I served in the Department of State's Economic Bureau and had to negotiate many agreements related to weapons and the instruments needed to test them, such as high speed cameras used to test nuclear warheads. My science background was not in those areas, but it did not matter; my teams consisted of scientists and engineers. We also all understood the guidance, its rationale, and boundaries. My job was to translate their technical jargon into easily understood concepts and measurements upon which foreign diplomats would agree to conclude an agreement to our advantage. Similarly, an animal welfare NGO should be able to rely upon a trained negotiator to make a deal on humane shelters, even if that person is not a shelter expert, so long as the officer is well briefed (Watzman 1983, 1984).

1.3.1 Coordination with HQ

The Chief of Delegation must have the authority to make on the spot decisions, but one animal welfare NGO leader with whom I had occasional contact a few years ago insisted that negotiators should not make any decision without first clearing with HQ. That is a bad idea. Trust the Chief of Delegation to know when to call HQ and trust any lead negotiators under the Chief to coordinate inside the delegation. What if the conference is in a different time zone when HQ is fast asleep, yet a decision must be made? This is why preparatory work is so important and why the Position Papers and their background. The Delegation Binder tabs should be enough to provide 99% of all the guidance a delegation needs.

1.3.2 Dealing with "What Is Our Mandate?" Delegations

Assuming a group of governments agrees to meet on an issue, if they do not know the topic well, they may send envoys instead of experts from the Capital. If that happens, expect delays, perhaps procedural debates while mandates are sorted out. Some delegations like the Swedes or Germans will likely come with preset goals and a well-briefed team. On the one hand, the Chief may have to guide rudderless delegations in the direction he or she wishes talks to go. On the other hand, if an articulate, well-organized delegation wants to go on a slightly different azimuth, the crowd may follow. In that case, the Chief must be prepared with arguments and meet in advance with influential delegations. Make sure everyone is on the same "compass heading" or policy direction.

Once past the "what is our mandate" phase, the next step is to negotiate an actual text. Here it is important for the Chief to remember that he or she is leading an NGO delegation, not that of a government. To bring governments over, my recommendation is to keep rationale short and tight and also keep the "ask" simple. By "ask," I mean the result you are aiming for. If negotiating a resolution, perhaps a few sentences are best in order to capture the gist of the "ask," to build steps of individual "asks" on a stairway leading to a complex document, either because of its language or politics. Especially if the outcome is an instrument of length like a declaration, I often engage a "neutral party" to manage introduction of the language, perhaps a member of the G77 or if the negotiation has a steering committee, its Chair. If a friendly neutral party proposes a text, there could be less fighting, especially if the other governments are unused to dealing with NGOs on the particular topic. If a "Contact Group" has been created, the negotiator could ask the group to agree on a text and present it. Often, that is the best idea, but it only works if the Contact Group has matured to the point that they are prepared to handle such responsibilities (see *Contact and Steering Groups* in Sect. 1.7 for more details). Keep an "ask" simple, especially in field negotiations, when the plainest language and as few words as possible are usually best. That way, the message is most easily understood and the "ask" can appear to benefit the other's interests.

Definition of Moral Suasion
The application of pressure based on ethics or emotion instead of force or coercion in order to convince a delegation to change its own position to that of the delegation applying the pressure.

Note: Moral Suasion is a method of persuasion also often called "jawboning."

1.3.3 The Role of Moral Suasion

Any decision in the UN will have consequences in areas like the environment or peacemaking, economic development, or food security, and those collateral issues must be considered. Be prepared for "moral suasion" in the hallways to be used by national delegations during informal discussion in order to urge the Chief of Delegation to change "hard and fast animal needs" for "legitimate humanitarian needs." In the reverse, because our own moral compass says that animals should live a reasonably natural existence, it will be tempting for an animal protection NGO to also use moral suasion to achieve results, and the delegation should do that. Animals deserve it, but the effective delegation chief also knows moral suasion would not always work. Abolitionists used moral suasion before the American civil war to argue for ending slavery; but were disappointed to learn that economic and cultural arguments were more powerful. Indeed, the violent abolitionist Frederick Douglass began as a pacifist, feeling that coercion undermined his ability to persuade. However, faced with the failure of his own "moral suasion," Douglas turned to violence, feeling that the new strategy was justified and itself morally persuasive, an argument not dissimilar to that of Sea Shepherd.

The Chief needs to understand when moral suasion will work and when it is better to use economic and cultural arguments, even coercion. I am not arguing that we give up our moral imperatives for more efficient mechanics of diplomacy. Exposing wrong is important for its own sake, which is why humanitarian organizations like Medicins San Frontieres (MSF) were founded and challenged the notions of humanitarian relief postulated in the 1960s by the International Committee of the Red Cross (ICRC) and argued instead that one cannot divorce relief from politics. There must, however, also be metrics. Are we actually saving animals or just pure in our policy? If we are not moving the ball down the field, meaning saving lives, we are failing.

1.3.4 Diplomacy Is Not Combat

Much of the language of negotiation comes from the philosophy of war, and negotiation and lobbying can look like combat. After all, the goal is to change the lives of animals for the better and that usually means corporations or societies must also change, often at a financial cost. Combat can therefore seem sensible. The brave assaults on whale hunters in the south Atlantic may fit the definition of a *jus ad bellum or* "just war" in that animal rights NGOs have a just cause, by exercising a last resort. The argument is that they are just because their intention is right. One could also argue in the case of Sea Shepherd that the end is proportional to the means. On the other hand, legal scholars may also argue in the case of Sea Shepherd (or any other direct action NGO) that the war has not been initiated by a proper authority. The other question of course is "is the war winnable?" NGOs generally

have fewer resources than governments and large corporations. In the case of Japan's hunt for whales, some question if Sea Shepherd has a reasonable chance of success. I tend to be sympathetic to the anti-whaler NGO, feeling that if they cannot win a sustainable victory, the fight is worthwhile on moral grounds alone. They have saved many, many whales and are heroes, but scholars on successful methods of changing policy will argue that diplomatic means and lobbying are more often more appropriate because of the dangerous precedent of civil society taking the law into its own hands. We see this in the parallel abortion struggle when violence to doctors and their clinics has been justified by what most in society call "antiabortion terrorists" on much the same grounds as fighting whales, namely that direct action is required to prevent murder. My point here is that morality is not a science. It is philosophy. Scholars will ask if the abortion struggle is different in tactics than attacks on whaling vessels. I tend to side with the antiwhaling community, but the question needs to be asked because "just cause" and "proportional means" are matters of interpretation that can lead to chaos. Indeed, as documents on WikiLeaks have shown, many governments see direct action organizations like Sea Shepherd as "extreme" (OSOC: US Department of State 2008). I am not saying that Sea Shepherd or similar NGOs are wrong, only that just as well-executed traditional diplomacy can reduce conflict, the hope of professional negotiators such as myself is that diplomacy can reduce the need for direct action to save animals. That is our goal, to build a sustainable understanding of the wrongness of animal cruelty and lack of need for it – to see the burnt camel's point of view, the one that died so horribly in Egypt.

Whale hunters perpetuate horrible death on defenseless animals, and in my judgment are criminals, so when challenging them in harsh seas, the whalers are the enemy. However, when negotiating an instrument to save animals, even if the other side has done bad things, animal diplomats must avoid thinking in terms of enemies and allies; those concepts immediately color the perspective on what the others will say, their willingness to agree or implement a deal – and those perceptions might well prove wrong at a critical moment. First try reframing the argument. That avoids a discussion looking like two knights about to impale each other on logical spikes. In addition, thinking in terms of "the enemy," whether with intensive farmers or rebels in the jungle leads to what in game theory is called a "zero-sum" situation. In "zero-sum" only one player can win, and only at the expense of the other. No matter what is thought of the other players' motivations, try to work within "nonzero-sum," where both players leave perceiving that they have gained something. In zero-sum, after the losses of one player are added up and the gains of another, nothing has changed. As in football, the aim of negotiations is to move the ball down the field (von Neumann and Oskar Morgenstern 1944).

1.3.5 Reframing the Question

Try to avoid situations where one player appears to be in a superior position to another. That can create a dangerous psychology, which is why many negotiations

happen at a round table, to maintain balance. Suppose the lead negotiator makes an ask and the other party says no with an air of finality. It might be tempting to walk away or complain about the other's tactics or motivations. Instead, change the conversation's tone by reaching out to the other (even one arguing for an inhumane practice) and express interest in a "mutually satisfactory agreement." The lead could suggest an informal discussion to see where interests are shared (linkage) at the end of which the lead might say that he or she better understands the other's underlying goals, even though he or she disagrees on their tactics; he or she then suggests a fresh start. What this boils down to is changing the nature of the game from seeking the best position on the chess board "*combat*" to jointly solving a problem, "*reframing*."

1.3.6 Case Study: Dealing with an Unreasonable Opponent

A form of threat is not to be flexible and exude a willingness to pull up stakes. Suppose NGO *GoodPets* is negotiating with the Ministry of the Interior of *MoreGrowth*, a nation beset by annual storms and frequent earthquakes. *GoodPets* wants to shelter pets and livestock during emergencies. *MoreGrowth* agreed to meet but then took an inflexible position, saying "animal shelters must be very distant from urban human shelters, out in the country. Either we agree on that premise, or we can go no further." Their inflexible position might make it tempting to walk and to build a massive Public Diplomacy campaign against the government.

Instead of walking, *GoodPets* could present a counterproposal. But what if *MoreGrowth* rejects the counteroffer by simply reasserting their original proposal? Every situation is different of course, but at this point, *GoodPets* should be cautious about compromise, as *MoreGrowth*, knowing that the balance is gone, might simply see the tactic as weakness, then push harder for more compromise. Meanwhile, *GoodPets* is faced with the very real operational problem that in MoreGrowth no emergency animal shelters exist. Should *GoodPets* accept *MoreGrowth's* proposal and call it a day, just to gain something?

There is no simple answer to this quandry, but since a Public Diplomacy campaign might be seen adversely by *MoreGrowth*, causing the government to dig its heels in ever more strongly, one approach could be to *redirect*/*reframe* the conversation. Perhaps the following will work. "I see that your approach is important to you. Help me understand why you insist on rural shelters." The atmosphere may change due to *GoodPets* seeming willingness to hear the government out, perhaps add that it represents a coalition of NGOs wishing to provide care to animals in a crisis without cost or sanitation issues to *MoreGrowth*. *MoreGrowth* is then asked to explain their concerns in that context.

If *MoreGrowth's* delegate takes the bait, the conversation has been changed or reframed into a *mutual problem solving exercise*. Both parties will now probably want an agreement; thus become more cooperative, with each player laying out a plethora of points. Each time *MoreGrowth* makes a point, that provides *GoodPets*

valuable information and a chance to respond with a counterproposal that takes into account *MoreGrowth's* concerns. In other words, by changing the conversation into a meeting to address *MoreGrowth's* concerns instead of just those of *GoodPets*, this altered atmosphere offers opportunities. Perhaps the government is just worried about labor costs and security. I faced this very problem when talking with the Arab Red Cross/Red Crescent societies in Tunis and then suggested that NGOs could manage the livestock corrals and provide all the care. I also pointed out that if the owners were in close proximity, they could help, which would reduce their stress, since they would know to find their livestock. The Arab Red Cross/Red Crescent societies agreed that such a solution could provide the refugees hope of taking their livestock back home after the crisis abated. In other words, the fresh approach addressed their concerns of reduced labor and monetary resources, enabling them to agree to my "ask," to allow shelters next to camps.

1.3.7 Time, Deadlines, Process, and Patience – Then Implementation

A critical feature of diplomacy is that, except in operational matters, what is important is the deal's quality, not the time taken; so as resources dwindle and donors begin to pressure for results, calm is critical for the both the Team Leader and the Chief of Delegation, the latter who must keep HQ and coalition members sensitive to the ebb and flow of negotiations, resist arbitrary deadlines. Before entering a negotiation, as part of the Decision Memo process and as part of the situational awareness process of examining those with whom the negotiator "will negotiate," try to determine if "time" is a critical factor for any player, including donors. Understanding this factor provides a strategic advantage. Misusing it can place a negotiator at a disadvantage. Executives who have expended many resources in an initiative often feel the compulsion to "finish this thing quickly." Donors can become anxious when an end is not in sight, and resist more requests for funds. The Team Leader can cause the Chief of Delegation to rush decisions in order that HQ looks effective, but a reactive strategy is inherently unstable and usually leads to poor decision making. This is not to suggest that things go on forever, but the entire team needs to analyze how long the process will be, understand that multilateral negotiations can be very lengthy, and in rounds, constantly reanalyze. Both the Team Leader and the Chief of Delegation must keep everyone informed, so that if more time is needed or an exit strategy, all parties will be properly prepared and understand.

The need for time and patience cannot be stressed too much. The Vienna Environmental Convention was signed by 24 governments, mostly from the so-called northern, industrialized nations. A deal was thought therefore to be inevitable. Unfortunately for the negotiating teams, when the southern, "developing economies" were finally engaged, they felt left out and wanted other concessions.

That happened at Rio when the conventions on climate change and biological diversity had to be signed by 154 nations. The smaller number of governments either forgot or ignored the truism that with size comes complexity and delay. Some of the most important goals of animal protection will require negotiations with just as many countries as Rio, but the truth is that a negotiation even half that size can take many years to achieve. Both the Team Leader and the Chief of Delegation must therefore keep in mind that *progress toward success is what matters, not artificial deadlines*. If the Chief of Delegation is making progress, instead of pushing to close negotiations, the Team Leader would be better to work with allied NGOs and build an effective coalition that can leverage the victories by the delegation to push Ministries in capitals to change their directions to their delegations. Failing that, perhaps a major Public Diplomacy program will be in order.

1.4 International Instruments: Differences and Rationales

The point of negotiating is to achieve change. Lobbying is used to change attitudes with policy makers and is an essential tool, as is proven every day by HSUS, IFAW, and many other NGOs. It also sets the stage for actual negotiations of instruments, a Memorandum of Understanding, called an MOU, perhaps a Declaration or Convention, even a Resolution, as was done in Tunis in 2007 when the Red Cross agreed to support the protection of livestock. Therefore, one of the most important things for the Decision Memo is to decide on the instrument, unless it is simply language in a conference report to act as precedence for some future action, as was done during the 23rd general assembly of the CoNgo, the Congress of NGOs (see Sect. 3.4). That decision can be taken at either a HQ or Delegation level. Whatever the instrument, it must have a defined, practical purpose, and be seen as the best tool at that time to achieve the purpose.

If the instrument is to be coherent and effective, stakeholders should be involved, both in and out of the animal protection community. This means eventually engaging industries that do not treat animals well and nonanimal-friendly governments. In other words, while it is great to have the European Community on board with an animal-friendly proposal, this is not necessarily meaningful for most of the world's animals, since they live in Africa, Asia, or Latin America, unless EC import controls are used as a coercive tactic, which has been a complaint by some governments. Are there other ways to attract governments or industries outside the orbit of the naturally animal-friendly orbit? If intensive farmers are not contacted, how will they be convinced to change their ways? We cannot ignore them. They too lobby governments, negotiate agreements and laws, and have resources. To return to the abortive Farm Watch program in Brazil, it was launched against a huge industry, with exports alone from the beef, chicken, and pigs industry expected to pass US$ 30 billion in 2011. The first approach meant: "I want to destroy your business," thus creating an enemy with major cash resources. By "repackaging," the enemy became the partner (Antonio 2010).

1.4.1 Will the Instrument Solve the Problem?

Before deciding on an instrument's format, the organizing parties should agree that it can actually solve a real-world problem. The Tampere Convention on the Provision of Emergency Telecommunications provides a successful example of an NGO achieving binding international law. The concept of Tampere emerged from discussions in the amateur radio community about ways of protecting communications during emergencies and evolved into a true convention unanimously adopted by the delegations of the 60 governments that participated in the Intergovernmental Conference on Emergency Telecommunications (ICET-98), in Finland, June 1998. It was even signed by G77 nations like Sudan. The organizers at the ground level worked hard using Public Diplomacy via the amateur radio NGO system, as well as direct bilateral discussions with governments. They felt that emergency relief workers (these could be veterinarians or animal rescue teams) entering a foreign disaster faced often excessive entry fees and licenses to use communications equipment, as well as a lack of security.

Imagine that an animal shelter in a remote region without access to reliable satellite phones needs to send a vet to a nearby flood zone for a complicated operation on a camel. The vet from the shelter has never worked on a camel and wants to consult with an expert in Saudi Arabia. Now imagine that the host country does not allow satellite phones. In that situation, the vet cannot ask for help and that could mean the camel will die. Humanitarian NGOs complain about this all the time, not having appropriate telecommunications resources to save lives. On the other hand, neither a national authority or rebel force would want to lose control by letting NGOs inadvertently pass on sensitive information, either about the military situation or even something as simple of economic intelligence information. So how will those competing interests be served in a way that allows the veterinarian to save the camel? The solution in 1998 was Tampere, a convention that finally came into force in 2005 and provided rights, responsibilities, and privileges to both NGOs and governments.

1.4.2 Leverage

Leverage is often needed to bring governments to the negotiating table because conventions and other instruments are expensive and difficult to negotiate. Governments will also go to great expense to protect their own interests. Because conventions, declarations, and other instruments often impact International Organizations, industry, academia, and NGOs, they too will often be present or influence negotiations through their own Public Diplomacy campaigns. The best way to garner enough political will to negotiate these instruments is to have precedent, perhaps past resolutions from relevant bodies calling for such action. A sense of urgency is also helpful.

At the time of the Tampere Convention negotiations, urgency was in the air, due to lessons learned during the 1994 Rwanda Crisis. We in the US government had great difficulty reaching NGOs on the move in Rwanda, and they each other, placing many relief workers, a million war victims, and Rwanda's mountain gorillas in great peril. A simple matter of poor communications was partly to blame, but part of the problem was also a reluctance to share information, as well as local restrictions on users. The Tampere negotiators did initially consider UNGA resolutions as precedent for the instrument, but more was needed. There had also been more than 50 international regulatory instruments, including the Constitution of the International Telecommunication Union (ITU) saying there was an absolute priority accorded emergency life-saving communications. The focus was humanitarianism, but could just as easily be about saving gorillas, companion animals in New Orleans, or Zoo animals in Kabul. The ITU had also passed its own resolutions. The Proceedings of The International Conference on Disaster Communications (Geneva 1990) addressed the power of telecommunication systems in disaster recovery and response, and the Tampere Declaration on Disaster Communications (Tampere 1991) called for reliable telecommunication systems for disaster mitigation and disaster relief operations, and for an international Convention on Disaster Communications to facilitate such systems.

Although precedence was important, resolutions did not have the force of international law, meaning that UNGA resolutions are not binding on governments. Meanwhile, as we looked through all of the precedence, relief workers could not take their critical communications gear across borders. In other words, getting back to our hypothetical example, the camel veterinarian was not able to move across the border with his radio to communicate with camel specialists in the outside world. In such a situation, the safety of the relief worker is at risk, so too the animals to be served. To solve this problem, a group of Western powers and the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA) decided that the only solution was to advance an NGO inspired binding convention. Government leaders had the additional requirement that the Convention was of no value unless governments in the middle of entrenched conflicts like Sudan's also agreed to the final text. This is a basic rule of thumb in such negotiations. No declaration or convention is worth much unless the countries which should sign, do sign. A global animal welfare declaration or convention without G77 support is of limited value. An instrument protecting a species is also of limited value unless the signatories include countries in which the species lives.

Conclusion: The Tampere Convention was chosen as an example in part because it was developed by an NGO with UN and government support, and while not intended for animal welfare groups, could be precedence. I recommend that any NGO wanting to do declarations or conventions study such nonanimal welfare instruments for precedence and lessons learned. A lesson here is to have someone track otherwise nonanimal-related conventions for possible connections [see the International Animal Protection Center (IAPC) in Sect. 1.10].

1.4.3 The Authority to Negotiate

Beyond deciding on the form of agreement, the Chief of Delegation must be certain that the negotiators "across the table" have the authority to make a deal. One might think if the US Department of Agriculture or a European Ministry of Agriculture delegate expressed support for an Outcomes Document, that such a statement represents an official endorsement by the government. That assumption would be wrong in the United States, unless the Agriculture Department official possessed permission from the Department of State to make such an endorsement. The Department of State in the United States is the same as a Foreign Ministry in many other governments, and this rule that the Foreign Ministry or Department of State must allow for the agreement to take place is quite normal for most governments. It is also the basic rule in the United Nations. *Recommendation*: Before the Chief reports that an initiative actually has a government's support, the delegation should make sure that the official saying so has the authority by asking the official to approve a publicity statement. If he "clears" the statement, that is a good indication. Note: In diplomatic parlance, "clear" means "approve."

In the United States, permission to formally negotiate a binding agreement is handled by the Department of State's Office of Treaty Affairs, through a process known as Circular 175, by which the Secretary of State authorizes the negotiation and conclusion of international agreements. The office additionally reviews hundreds of nonbinding instruments annually (such as UDAW or UDAR) to ensure they do not contain unintended legal obligations. In virtually every nation, the Foreign Ministry or its equivalent is the final say below the head of government for deciding on treaties and similar international instruments. In some cases, these Ministries will delegate authority to another Ministry, but check to see how these matters are handled in government(s) before entering a negotiation.

> When negotiating an international instrument with Sudan, unbeknownst to the UN, although the negotiator was a full Minister, he did not have full powers from the Ministry of Foreign Affairs. I was the lead US negotiator, discussed this several months later with Sudan, and had to do a separate request to the Minister of Foreign Affairs to agree to the deal.

In the United States, the "Circular 175 procedure" process was first begun in 1955 as a tool of the Executive Branch of government to avoid policy clashes with the Legislative Branch and constitutional clashes with the Judicial Branch and the states. In essence, the procedure deals with the provision of limited or full powers to sign treaties that the President will send to the United States Senate for possible ratification, what is called "advice and consent." Similar systems exist with nearly every government, which is important for animal welfare NGOs to know, since under international law, a binding agreement can only be negotiated by someone

with "full powers," and such powers may only be issued only by heads of State or Foreign Ministers. The process is generally very complex, meaning it involves clearances by many Departments or Ministries because not only are matters of substance being considered, but in many cases the constitutional limits of government. For example, the US government cannot negotiate away rights to its citizens guaranteed by the US constitution. In federal systems such as Germany, Australia, Canada, and the United States, provinces or states may also have rights. As a result, certain levels of care for animals in the United States would have to come from the states, not the federal government. There are also fiduciary responsibilities that must be considered. Will the text obligate the government to spend money, perhaps to implement a program such as protecting a species or requiring a level of care? In the United States, the negotiator must also consider the environmental impact of any agreement and whether the agreement might undermine other treaty obligations, such as those enjoyed by Native Americans to hunt on their reservations. In addition, if implementing legislation will be required, that too must be considered. All of these things must be examined by the national delegation, which is one of the reasons Multilateral Diplomacy is so difficult. Even if something makes sense to a veterinarian, that does not mean it will or even can be agreed by a particular national authority (Office of the Legal Adviser 2010).

The same process does not apply however in most governments to documents that are not binding under international law, like resolutions and declarations. The same is true of statements of intent or documents of a political nature like a statement of support by an Ambassador for animal welfare. Some legal procedure will be required to determine that the instrument is not binding, but if the determination is dispositive then the process of negotiation is much easier.

1.4.4 Memoranda of Understanding

An MOU can be a treaty, such as the one between the United States and Germany in 1990 concerning the rights of the US Air Force in Berlin after Germany unified. The instrument was signed by the US Ambassador to Germany and the German Secretary of State, and then registered with the UN secretariat as a treaty, pursuant to Article 102 of the Charter (UN Treaty Office 1990). NGOs are more apt to see MOUs differently, perhaps an agreement with a government or International Organization that outlines areas of cooperation. This is still an important negotiation, a confidence building measure (CBM) for future instruments like a declaration. An example would be the 2008 agreement and follow-up in 2009 to the Convention on Migratory Species (CMS), to provide special attention to four species of shark because of their "unfavorable" conservation status. These species are in grave danger and while HSI was unable to achieve a mandatory treatment, it was at least able to harness attention, now considered a first step on the stairway to mandatory law (Regnery 2010).

There is no one format for an MOU; mainly the idea is to keep the language simple and clear, and do not promise what cannot be delivered. A sample MOU follows between the Director of Disasters for the Organization of African Unity (OAU) and the Society for Sustainable Livestock Development (SSLD).

The Office of Emergency Management of the OAU and the SSLD agree to collaborate on issues of common interest and concern.

This Joint Letter establishes foundations for collaboration in programs to reduce risks, thus supporting the Millennium Development Goals (*MDGs*) established by the UNGA[6] and the Hyogo Framework For Action. It also takes into account that of the world's one billion poorest people, over 850 million totally depend on animals for a living. Of special interest will be the tangent of "Animal Welfare" and humanitarian agendas.

OAU and SSLD agree to jointly design processes to reduce risks, and restore meaningful livelihoods after emergencies or during long-term crises like droughts.

OAU and SSLD also agree to develop synergies toward common goals based on respective comparative advantages. Annual meetings between the chief executives of the organizations will review cooperation and set directions for collaboration in the period ahead.

Signature blocks for Secretary-General, OAU and Chairman of the Board, SSLD

1.4.5 Resolutions

Resolution initiatives take two forms. One is a "standalone or independent" resolution and the other is "inserted language" into an existing resolution, perhaps one that comes up and is agreed each year on a general topic. Resolutions are a great way to convey a mandate, especially so in the UNGA, but also in any of the UN agency or other multilateral bodies discussed in this book. Further, in the case of the "inserted language," a national mission to the international organization might not have to seek Foreign Ministry support unless the language negatively impacts existing policy.

In the UNGA, most resolutions begin in committees, though some start in the General Assembly itself. The following chart provides a breakdown of the committees, each with a potential interface with animal protection.

[6]Footnotes are often used in MOUs, due to the familiarity of the participants with the topic.

UN General Assembly Resolutions
The United Nations is made up five organs, the UNGA being the only one where every nation is represented and is on an equal footing. In that great assembly, the Republic of the Seychelles has the same vote as the United States of America or Australia. The UNGA in turn has six committees on which may sit any or all of the member states. Each committee deals with draft resolutions within their own topical mandate and in turn reports to the full General Assembly revised draft resolutions for general consideration.

- *First Committee*: Disarmament and International Security – a good place to amend the laws of war to the benefit of animals.
- *Second Committee*: Economic and Financial – where sustainable development is handled and where much of animal welfare work is done.
- *Third Committee*: Social, Humanitarian, and cultural, where the ending of bullfighting or the relationship of animal shelters and refugees could be discussed.
- *Fourth Committee*: Special Political and Decolonization.
- *Fifth Committee*: Administrative and Budget. Where Program Budget Implications (PBI's) are handled (see case study on PBI's). The Fifth Committee also approves "informals," essentially preconference drafting sessions for major UN conferences like Rio + 20, which is expected to have three informals in 2012. NGOs wanting to influence a conference need to participate in both the informals and the actual event. Besides its own agenda, the fifth must unanimously agree on the budgetary implications of any UN conference, a process that began in the 1980s when faced with a budgetary crisis, peace-keeping funds were used to cover other UN needs.
- *Sixth Committee*: Legal – a Good location for discussions on definitions related to the Law of War and its impact on animals.

A standalone resolution provides a focal point for one topic, but it is also the hardest to achieve, especially if it requires calling for a new Agenda Item. Generally governments find it easier to amend an existing resolution because it is associated with an agreed Agenda Item, which means the topic has already been accepted as important. While an NGO can certainly introduce a standalone resolution through a friendly government, amending an existing draft is easier.

1.4.5.1 Case Study: PBI Implications and Insertion of Language into a Preexisting Resolution

An example of inserting language in a preexisting resolution draft was the 2006 proposal by Save the Children, Human Rights Watch, and other NGOs to support the rights of the Child (Cecchetti and Becker 2006). This is also an example of why

it is important to consider PBIs. The draft language emanated from the NGO Group for the Convention on the Rights of the Child, NGO Advisory Panel on the UN Study on Violence against Children (VAC) and it was successful in advancing their cause, but they did not achieve all of their goals right away. The principle recommendation was a request to provide a mandate for a Special Representative on VAC but this was not accepted in 2006.

Unfortunately, "in 2006 there was not enough appetite in the diplomatic Community in New York for the appointment of a new Special Procedure (technical name encompassing special rapporteurs, experts, representatives, envoys, etc.). The Human Rights Council was reviewing existing ones and the countries did not want to create a new one in the midst of the review." This was despite the fact that the call was among the key recommendations included in the UN Study on VAC conducted by Paulo Sergio Pinheiro, the independent expert of the Secretary-General on VAC.

The NGO coalition had to wait until 2008, and the position had less of a mandate than Save the Children wanted, but it was much more than they had before. "During 2007 Save the Children decided to launch a petition amongst the child rights NGO community to support the call for the appointment of the SRSG/VAC and managed to have over 1,000 signatory NGOs. Lobbying continued in the meantime in NY, including by Sergio Pinheiro whose mandate was renewed for 1 year to prepare a progress report of the UN Study. And Save the Children were successful as the GA adopted in 2007 the resolution calling for the appointment of the SRSG/VAC for a period of 3 years with budget coming from voluntary contributions, as opposed to from the regular budget. This was the only reason way the GA could agree, meaning no direct UN budget implications." (Cecchetti 2010).

In the meantime, a new UN Secretary General was appointed, which delayed the speedy process of the appointment of Marta Santos Pais. Two resolutions (2008 and 2009) by the Human Rights Council and one more resolution (2009) by the GA were adopted to call on the SG to appoint the SRSG/VAC. This finally happened in May 2009 with the post-taking effect as of September 1, 2009. The mandate runs till September 2012. As a result, the Secretary General appointed Marta Santos Pais of Portugal as his Special Representative on VAC at the level of Assistant Secretary General.

I bring this NGO resolution initiative up because success took several years despite the organizers following all of the rules in Sect. 1.1, though the PBIs were not first resolved, so the program is entirely funded by extrabudgetary money. The delay did not happen because of a lack of importance to the UN. Protecting children in one form of another has been part of the UN's agenda for decades, especially over nutrition, education, sexual abuse, and child soldiers. The problem is simply that unless enough governments feel a negotiation is urgent, there are so many things being negotiated at the same time that any one effort might take years, especially if even one government has doubts. To mitigate against this risk, the NGO community kept "their ASK"[7] small, only a few sentences in a larger product,

[7]The term "ask" is common to negotiations and simply refers to what a negotiator is trying to achieve, perhaps a sentence in a resolution, an entire resolution, or even a Declaration.

feeling a small request would be easier for the delegations to digest. Now imagine that an animal protection NGO wants to achieve something similar in a resolution dealing with agriculture or sustainable development. Except for work by the Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES) and the work of FAO, UN Environmental Program (UNEP) and a few other specialized agencies, animals have never been at the top of the UN's agenda. WSPA came very close to achieving language in a UNGA resolution in 2009, but to protect animals through a standalone UNGA resolution will be difficult for some time, if only because of the lack of precedence. That said, it is definitely possible through three avenues, perhaps others. Further, whereas support from any UN agency is important, if the UN General Assembly endorses a policy of protecting animals, that action signifies United Nations support as a whole.

Avenue One: Sustainable Development

This is about protecting jobs and food security. Every year there is a set of sustainable development (SD) resolutions in UNGA which emanate from the G77 coalition. None of them deal with animals, but because animals are essential to livelihoods and food security for so many poor people, it is logical to include animal protection. In 2009, as part of support for UDAW and the Disaster Management program, WSPA tried to insert language in a resolution implementing the Rio Summit, and it received quite a bit of support from the EU member states, a handful of G77 members and a variety of Western nations outside of Europe. Unfortunately, China (a G77 member) opposed the edits on very narrow procedural grounds, namely that since animals were not mentioned in Rio, they could not be part of implementing resolutions. Though the facts were accurate, the objection was too narrow an interpretation of protocol; this objection can be overcome in time. For example, as part of implementing Rio, HSUS, and HSI Australia have included work on marine mammals and drift netting.

Probably UDAR and similar animal protection initiatives could win support in future years, but another approach might be to propose a simpler, narrower objective. Rather than starting with a specific large "ask" like UDAR, we could simply seek foundational agreement that there is a link between sustainable development and the protection of animals. That agreement would become UN policy and precedence to advance large projects and major declarations. It will be important at the second Rio Summit in 2012 that the animal protection community be present both in the summit itself and the preparatory meetings in order to inject animal protection into the proceedings. My recommendation for Rio and for other events is to keep any proposed language for consideration in "Outcomes Documents" simple and perhaps draw on language which was used in the session on animal welfare at the World Conference on Disaster Reduction (WCDR) Kobe, 2005, as well as discussions in Tunis at the meeting of Arab Red Cross–Red Crescent Societies, March 2008.

- *Preamble: Recognizing that hundreds of millions of people, in particular the poor depend on livestock for food, a living, and social status and that protection of livestock promotes food security, poverty, and disease reduction and environmental protection.*
- *Operative: Encourages member states, the UN system, and civil society to share and develop best practices related to the protection of livestock as a tool to foster sustainable development.*

The point of keeping the language simple is that it can fit in a number of resolutions having to do with sustainable development, not just the implementation of Rio. It might even be possible, were this general purpose resolution language to be adopted as part of the sustainable development resolution, to use it as a lever to develop a formal Contact Group of G77 and western UN missions, an idea proposed by the Mission of Tanzania.

Avenue Two: Disaster Response

Every year the G77 advances in the UNGA an Omnibus resolution on disaster management. Given the relationship between livelihoods, food security, and people, this is the perfect place for a resolution focused on the response phase of emergencies, and could be a good location for calling for making animal shelters proximate to refugee and internally displaced persons (IDP) camps. This kind of initiative could be handled in two ways. IASC is the UN body that coordinates how the UN responds to emergencies. Especially given the precedent established in Tunis, it might be possible to convince them to issue a statement in favor of animal protection. Such a statement would be an informal mandate to all UN emergency relief bodies. Language to be inserted in an UNGA resolution or an IASC statement for this topic might run along the following lines.

- *Recognizing that many economies and hundreds of millions of people, in particular the poor, depend on animals for food, their livelihood, and social status, and that high standards of animal welfare promotes disaster recovery, sustainable development, food security, disease reduction, livelihood, and environmental protection, the IASC calls on its members to integrate animal welfare into their disaster response and recovery activities.*

Avenue Three: Disaster Risk Reduction

More on this will be included in Chap. 6: International Organizations. This is an important field for animal protection and was a major topic of discussion at the 2005 UN World Conference on Disaster Reduction in a panel on animal protection. Disaster Risk Reduction in the UN system is led by a Special Representative of the Secretary General on Risk Reduction. As with disaster response, there is a UNGA resolution on this topic every year, so this is another opportunity for

protecting animals. Further, the staff understands the links between protecting animals and risk reduction. More on what is called the ISDR will be covered in Chap. 6, but initiatives here as well as resolution language could cover such topics as reducing risks from storm surge, high winds, and earthquakes for veterinary clinics, barns, and other shelters, urging sustainable veterinary clinics and low risk placement of livestock away from high risk areas (Huertas and Murillo 2007).[8]

1.4.6 Conventions

Conventions require a huge amount of effort and funding and can be binding or not. An example of a specific animal-friendly convention is CITES. Unlike an MOU, a convention is always an agreement between governments, not the public, since governments are the public's representatives. If an NGO wishes to develop a Convention to change how international law impacts animals, it will need the support of a group of governments, which should be from every major UN region, and include influential governments that have significant animal populations impacted by the text. It is also important to include the G77, the UN's largest coalition, International Organizations like UNEP or even the Red Cross movement, if their mandates are impacted. It is worth noting that with regard to CITES or any convention, the parties may fluctuate because of geopolitical changes such as unification of the Federal Republic of Germany and of the German Democratic Republic on October 3, 1990 or the division of a state as happened to Czechoslovakia on January 1, 1993, into the Czech Republic and Slovakia.

1.4.7 Declarations

For purposes of international law, a Declaration is generally understood to be an agreement between states (nations) and/or International Organizations (because their members are states). Subnational authorities such as territories and colonies or individuals do not sign such instruments because they do not enjoy rights and obligations under international law; they also cannot engage in foreign affairs unless their "state" agrees. Since the war crimes trials of World War Two, States have also provided that individuals have some responsibility relative to human rights, this is an emerging body of law. That said, individuals have been making declarations for a long time, the most famous being perhaps the US Declaration of

[8]The concept of sustainable or risk-resistant heath facilities, water, and sanitation systems was a major focus of the 2005 World Conference on Disaster Reduction and the 2005–2015 Hyogo Framework for Action. However, it did not include, except in one workshop led by the US Department of State, such facilities when related to animals, a significant gap.

Independence proclaimed in 1776 by private citizens that they and the colonies they represented were independent. Of course, they had to fight for that declaration to be recognized by a treaty signed by States. There is not any international law saying that an agreement between individuals cannot be called a declaration, but NGOs need to understand that it would not have the same standing of an agreement between "States" and International Organizations.

To protect animals, declarations should take two forms. One would be a proclamation of intent or a petition signed by individuals declaring that animals deserve certain behavior or that certain behavior should not take place. Though that does not have the standing of an instrument signed by States, it has moral force if signed in sufficient numbers. Such a proclamation could be used to encourage States to take action. Another form would be a similar declaration signed by governments. That would have standing in the courts. It should be noted that declarations are generally nonbinding; such as the Universal Declaration of Human Rights (UDHR). This is important to understand when deciding to advance an animal protection declaration. But though not binding, they are important. UDHR set down an agreed standard of rights for human beings that have been enshrined in domestic law around the world. Nobel laureate John Polanyl considered UDHR as more important than the Magna Carta because of its global impetus and breadth of claims (Polanyl 1999). Therein lies the potential value of an animal rights or animal welfare declaration signed by States, assuming enough do it, to be recognized as a global standard for treating animals that is further enshrined in domestic law. If enough nations did that, binding international rights could follow.

The UDAR and the UDAW are the two animal declarations most talked about, both interesting, valuable attempts to help animals. In the survey for this book, 51% of respondents felt UDAR was very important vs. UDAW which received 54%, essentially the same, since UDAR has produced little publicity, and unlike UDAW is supported by a major publicity campaign (International Farm Rescue 2010). However, despite the similarity of names, the efforts are very different. UDAR is a statement of principles, signed by people, though if a government wanted to sign, it could (Belair 2009). In contrast, UDAW is a nonbinding agreement between governments associated with a public petition. Both want to be models for performance. In its preamble, the UDAW referred to "freedom from fear and want" as the highest aspiration.

1.4.8 Universal Declaration(s) on Animal Rights

According to a plethora of web sources, a text known as the *UDAR* was first adopted from inputs from the Paris-based International League of Animal Rights and Affiliated National Leagues during the *International Meeting on Animal Rights* in London, September, 1977. Its proponents also suggest that UDAR was solemnly proclaimed on October 15, 1978, at UNESCO HQ. The text, revised by the *International League of Animal Rights* in 1989, was then supposedly submitted

the following year to the UNESCO Director General and made public (Action_Against_Poisoning 2010). It appeared to be a statement of principles by the League, not a document to which others might sign in the future, though that is not clear, as the organization may have gone out of existence in the 1990s. Regardless, many NGOs still give it strong support. Unfortunately, a review of UNESCO records has revealed no instance of the Director General ever receiving UDAR, nor it being proclaimed at UNESCO. UNESCO officials conjecture that someone discussed or announced the declaration at a meeting, but that is not considered an official proclamation, as it was not part of an agenda item.

Uncaged Campaigns in the UK has since offered a simpler text with the same name and asked for personal endorsements as a tool for building political support. According to Dr. Dan Lyons, Uncaged Campaigns' Director, their text is a revived and enhanced version of a document developed by the RSPCA in the 1970s, about the same time as the French initiative (the two documents are separate) (Dan Lyons 2010). As with UDAW, the plan is to develop popular support, then government signatures, and then UN agreement, the difference being that UDAW appears to be doing the public and government campaigns at the same time (WSPA 2010).

1.4.9 Universal Declaration on Animal Welfare

UDAW is similar to UDAR, but has more political and public support and is not a rights document, per se. The first UDAW text I became aware of was when I served in the US Department of State. Then called the "Universal Declaration for the Welfare of Animals," the text was the first public version, adopted by WSPA's Board members a few days prior to the Animals 2000 Congress in London, June 13, 2000. That was an invitation only event, so I assume invitees were picked to be friendly. According to the 2000 version, 66 countries adopted the document at the Congress "and it was hoped that WSPA's then 30 member societies would follow." This particular version also called for UDAW to "be presented to the United Nations for approval *and inclusion in its charter*," the latter an innovation not included in the current UDAW, which only calls for approval of its policies by the UN, though amending the UN charter is surely a desire by many supporters. This perception is fueled a bit by the persistence of some to call it the UN Declaration on Animal Welfare (Care2 2005; WSPA 2000, 2007a, b; Estol 2010). Unfortunately, there are no records of countries actually attending Animals 2000, other than HMG (Her Majesty's Government), though some might have done do. An actual gathering of governments did not happen until 2003 in Manila (Bowles 2009). Internet reports on the follow-on Costa Rica UDAW conference often say the same thing. What WSPA probably intended to say was that NGOs from 66 countries attended and adopted the text "in principle." The problem is that this innocent lack of clarity can create confusion.

2010 Wikipedia reports indicate that in 2003, the Manila Conference on Animal Welfare was attended by 19 government Delegations with the European Council,

United States, and Saipan as observers (Contributor 2010). Other reports from 2005 showed that the 2003 conference actually agreed on a text, but some conference participants subsequently indicated no formal consensus was reached and some subnational participants like Saipan had not the authority to agree to anything. Memories can fade over time of course. What is clear is that the Philippine Department of Agriculture and its Bureau of Animal Industry sponsored the Manila event in 2003, itself a major accomplishment for an NGO. A draft also came out of the conference by some process and was subsequently transmitted to the Philippine Department of Foreign Affairs with the request that it be forwarded to the Philippine Mission to the UN in NY, which in turn tried to convince the G77 to support UDAW. But as of the winter of 2010 UDAW had not gained traction, and "remains in limbo at the UN at this stage" (Blas 2010).

UDAW is interesting in how it parallels many other international instruments in that its coalition of NGOs, led by WSPA, has strategically amended the document to achieve governmental support. That kind of flexibility is very mature. There has however been a problem with reporting success. The staff at the US Department of State's Treaty Affairs Office spent some time researching which countries attended the Manila conference in case other governments asked us about the emerging text. Unfortunately, we found no evidence of a formal consensus being reached in Manila. Internet reports often say "Discussion by representatives from the Americas, Asia, Europe and Africa followed the *Manila Conference on Animal Welfare* . . . where 22 delegations from 20 countries (the USA acting as an observer) agreed the fundamental principles of a *Universal Declaration on Animal Welfare*" (Care2 2005). But was any text actually formally agreed to by the governments, or were actions informal?

Discussing this with participants and analysts leads me to think that the majority of the government delegations at least did not formally agree to a specific text, even in principle. More likely some (but not all) of the participating delegations agreed to the concepts in principle That is an important achievement, as it gave the WSPA negotiators and its alliance flexibility to alter the text for future negotiations. One of the more interesting parts of the draft document from London's 2000 meeting which was amended actually called for altering the UN Charter. Although that is unrealistic in the near term, it was appropriate to propose it to the public as a long-term goal in London, then try to gain sufficient support in the UN, so long as expectations were managed – namely that this goal could take decades to achieve. Apparently realizing this difficulty, by the time the document reached an actual meeting of governments in Manila in 2003 and a second meeting in 2005 in Costa Rica, the official goal was changed to ask governments simply to accept the principles in a UNGA resolution. Such a resolution would not amend the Charter, but it would set a fresh policy tone at the UN, a much more achievable goal.

Whether institutional supporters of UDAW still want to amend the UN Charter is not clear. Perhaps they simply want to lobby for animal-friendly principles through FAO, then later go for a broader UN document. What is important is that the organizers were willing to make strategic directional changes in order to achieve an agreed declaration. It was seemingly understood therefore that such an amended

agreement could lead to major changes in the policies of national authorities even if the Charter were not altered. This change undoubtedly is why there has been an increase in governments and institutions agreeing to UDAW "in principle," but even years out from the initiative's introduction, the document has not been formally agreed. Perhaps a third intergovernmental meeting or Ministerial in New York at UN HQ could change the current text even further and advance the document into positive territory.

Questions for the public: Unlike UDAR, UDAW managers have engaged in a major public diplomacy campaign to advance the text. The question then is since the public has signed a public petition based on the current text, will they or allied NGOs be disappointed if further modifications are used to gain acceptance by governments? What about allied NGOs? That has yet to be seen.

The term "In principle" does not mean agreement to an actual text, but rather a general agreement with a policy.

UDAW managers sometimes build support in governments from the bottom-up, from Ministries, heads of departments, vet associations, and related institutions. That approach always makes sense as a way to eventually gain full government support. In the case of Brazil, according to interviews in 2010–2011 with former WSPA officials in Brasilia, UDAW "in principle" agreement has come individually from the Ministries of Environment and Agriculture, Livestock and Supply, the Brazilian Institute of the Environment (IBAMA), and other offices. The main tool used to gain that middle-level support was Public Diplomacy. For more than a year, Brazil had the top number of public signatures of support in WSPA's "Animals Matter" campaign, a steady 10% + of all signatures gained worldwide, only overcome by the US more than a year later. Those signatures indicated a support for UDAW, proof that Public Diplomacy does work.

A problem our sources pointed out however was that while some mid-level officials provided in principle support, formal support was not forthcoming from the President (as opposed to Costa Rica where Oscar Arias was the one millionth signature, when he signed in his personal capacity). Further the Ministry of Foreign Affairs was not supportive, important since it direct Brazil's input into UN resolutions, though several senior Brazilian diplomats have been supportive. Some experts are surprised by the lack of coordinated support in Brazil, since they are a major meat exporter to Europe. Therefore, it is in the government's interest to show a concern on good agricultural practices to reach a higher price niche for their products in the European Union. This may in the end be the "wedge issue" needed to expand support from the general population to the important meat producers. To some, that will raise a fundamental question. Is Animal Welfare a moral concern per se that must be accepted on its own face, or can it be a tool or "product" to add value to a country's image in order to foster exports and if the latter, will the government sign

a UDAW-type declaration? My own opinion is this is a false choice. If the goal is to establish a standard of care of animals, the route may be less important than results, so long as the route itself is not inhumane to animals.

This is therefore exactly the kind of question which a Regional Director would have to raise in the "informal study group" proposed in the Second Step to Success, and it is the kind of question which must be asked over and over as the team considers which countries to bring on board and with which allies to align. It is entirely conceivable that some allies might not wish to take a "real politik" approach, a term which derives from the Cold War, meaning the agreement to deal with governments on a purely realistic basis in order to achieve a desired approach. We will see this later in the book when dealing with Sudan (see discussion on "pariah states"), and it is a fair question for ethicists to ask how far to go. In the Cold War and the so-called War on Terrorism, Western powers often made alignment with less than ethical governments a tactic in order to achieve strategic aims, a weakening of the Soviet Union and Iran for example. And therefore the alignments fostered inhumane practices. My advice on handling this entire question is to look at the larger picture. In the case of Brazil, would a "real politik" alignment with the cattle ranches and exporters foster inhumane treatment of animals or people? If the answer is not, then the problem faced by Cold War warriors has been addressed and in that instance, the end does justify the means. In other words, it matters not whether government policy to support animals is driven by love or animals or profit. What matters is the result, a higher standard of care.

Is a Treaty Different from a Convention or a Declaration?

The terms for the most common major international instruments are defined differently by separate scholars and governments. Under United States law, a treaty is any international agreement by whatever title that receives the "advice and consent of the Senate." The United States Constitution also says under Article II, Section II, that the Senate must provide advice and consent to ratify treaties negotiated and agreed to by the President or his agents like the Department of State. Some also argue that it does not really matter what the instrument is called for it to be a treaty (USC 1 – Title 1: general provisions 2004).

In order to be considered a treaty by the UN, Article 101 of the UN Charter requires that the instrument be deposited with the Secretariat; otherwise, both the UN and the International Court of Justice will ignore it. Other bodies like the Red Cross have their own rules. Some would argue then if a declaration like UDAR were registered with the UN Secretariat, it would be a treaty, making that a rationale for moving the instrument through UNGA and then depositing with the UN Treaty Office (Berridge 2005). The truth is a bit more complicated. While it might indeed be technically correct to call instruments deposited with the UN Secretariat treaties, the member states might not manage them as such, and a document endorsed by the UNGA might not even been accepted by the UN Treaty Office as a true Treaty. Treaties are also not binding on governments that do not sign and accede, so even if the UN accepted either UDAW or UDAR for deposit, a government like the United States would not consider it a treaty unless it had to send it to the Senate for advice and consent, which they might not, since neither UDAW nor UDAR are mandatory documents. Compliance is entirely voluntary.

Recommendation: Before worrying about format, decide if a binding document is needed. Nonbinding documents require less work and procedures than do binding ones. They are not generally registered with the UN Secretariat and are NOT true treaties, but do have moral force since governments sign them. Binding documents have the force of international law.

1.5 Public Diplomacy

Governments represent the people; therefore, it is often essential to change the people's will so that they, using their large numbers, can influence policy more effectively than a single NGO or group of NGOs could do directly contacting a government. This is what many governments call Public Diplomacy, what the NGO community traditionally calls "*lobbying* the public." A better phrase might be "directly engaging the public," in order to parse that activity from directly lobbying a government. This can be very effective. An example would be the NGO-driven effort to advance Proposition 4, which took advantage of California's unique legal structure that encourages citizen government, and was adopted by the voters in 1998 to protect pets and wildlife from cruel traps and poisons ban. In terms of fund raising, supporters outraised the trapping industry by a large measure. The main backers were IFAW, HSUS, The Ark Trust, ASPCA, Doris Day Animal League, Animal Protection Institute, The Fund for Animals, and three private citizens, Barbara Clapp, Karen Bunting, and Dena Jones, the latter one of the experts we consulted for the book (BallotPedia 2010) (Fig. 1.3).

Some scholars like G.R. Berridge argue that the term lobbying refers to nothing more than propaganda and that twentieth century politicians coined the phrase "Public Diplomacy" to avoid negative connotations associated with propaganda (Berridge 2005). If an NGO's website unreasonably stretches the truth in order to convince the public, then the advocacy is propaganda, not Public Diplomacy, which is "truthful advocacy."

Fig. 1.3 Public demonstration, Borama, Somaliland, June 2010. (c) L. Roeder

Example of Propaganda: Not Public Diplomacy
While an NGO advocates for a Convention on The Protection of Small Mammals in the Sahel region of Africa, it hosts a meeting of delegations to the African Union. But while some delegations discuss the convention, mostly the Ambassadors speak about the role of mammals in tourism or advocate for protecting forms of hunting. To look good with donors, the NGO then reports on its website that it scored a victory by garnering a meeting to protect Sahel mammals. While that statement might raise funds and public support, the half truth is really just "propaganda." The ethical thing to say would have been that *while the meeting produced positive statements by some Ambassadors, more needs to be done to gain the full support of the AU*.

The term "lobbying" has very negative connotations in countries like the United States where it is associated with the corruption of public officials by industry or other "special interest" advocates wanting legislation that push profits over safety. At the same time, lobbying is a core tool of democracy, giving small NGOs who could not otherwise afford the effort on their own the ability by banding with similar NGOs, to influence legislation (Samuelson 2008). Over 86% of the NGOs surveyed for this book had staffs of less than 20 and 45% had five or less on staff (International Farm Rescue 2010). Nonprofit organizations can lobby lawmakers within limits without fear of losing their status. However, this kind of direct contact with legislators is not actually what is meant by "Public Diplomacy," which targets the government only indirectly by influencing the public (a) to change how they interact with animals and (b) to convince the public to advocate to their governing bodies for changes in policy and laws that benefit animals.

I agree with an emerging group of practitioners and scholars that argue "Public Diplomacy" is different from propaganda, and is now primarily an objective tool for convincing the public to be an advocate for change, e.g., to the government to end fox hunting or inhumane slaughter houses. Perhaps because diplomats use the term Public Diplomacy, it is often thought to have originated in the government, but it was actually coined by Dean Edmund Gullion of the Fletcher School of Law and Diplomacy at Tufts University (Kotok 2010). Here is my own definition in the context of animal protection, derived with the cooperation of Michael W. McClellan, Diplomat in Residence, the Gerald R. Ford School of Public Policy, Michigan (McClellan 2004).

Public Diplomacy in Favor of Animal Protection

The strategic planning and execution of informational, cultural and educational programming by an advocate NGO to create a public opinion environment in a target country or countries that will enable target country political leaders to be comfortable with changing their paradigm and make decisions that are supportive of advocate NGOs animal protection objectives.

An example of Public Diplomacy would be WSPA's *Animals Matter to Me* campaign of WSPA USA (2010). The public campaign to gain support for a UDAW was launched in June 2006 and by December 2007 the President of Costa Rica, Oscar Arias, becoming the official one millionth signatory and WSPA hosted celebrations in San Jose, Costa Rica, in March 2008 (Wiki Contributor 2010). According to some, a million signature list spread across the planet is pretty paltry, and electronic petitions are not acceptable to many policy makers because the "signatures" can be faked or duplicated through multiple accounts. They would argue that an authentic petition requires hand-written signatures and contact information so that its authenticity can be verified. The criticisms are perhaps overstated. Both forms have value as Public Diplomacy tools, and the issue being supported by Animals Matter is a good one. Is WSPA's campaign effective? Only time will tell if it "creates the conditions under which government officials feel comfortable with a paradigm shift."

1.5.1 Conclusion

NGOs increasingly have also realized that what we describe as Public Diplomacy is an essential tool to change the political paradigm (Crutchfield and Grant 2008). More than that, "Public Diplomacy" is an essential augmenting tool for traditional Diplomacy, in other words, negotiating actual agreements. However, the reader needs to understand the risks involved. While it may be possible to gain support in principle from the public for a text from a draft document like one of the UDAR texts, engaging in "Public Diplomacy" raises expectations from the public that what they perceive as a "good text" is what will be the end product. That perception can be in serious error. Before a Public Diplomacy campaign shares a draft text to the public for them to "buy into," it must keep in mind the potential fallout in support and donations if the final text is necessarily amended to achieve governmental support. It may be better to ask the public to buy into a set of principles, leave the text to the negotiators.

1.6 Legal Matters

1.6.1 Qualifications Matter

Many fine sources exist for laws relevant to the protection of animals, such as the Michigan State University College of Law: Animal Legal and Historical Web Center (Michigan State University College of Law 2010). Unfortunately, only about 18% of the respondents to our survey had lawyers on staff (International Farm Rescue 2010). When consulting someone for a specific legal opinion or

advancing some new legal principle, ask if he or she is an attorney or legal scholar, at least an experienced practitioner, not simply someone who worked in a law firm. Some say that a law firm intern is fine, even though that person has no law degree or license, is not a scholar, nor a practitioner. While interns may be inexpensive, they are not qualified. Use real experts.

Is the desired agreement legal in the impacted country (ies)? In the United States, nearly 400,000 "meals ready to eat" flown to Little Rock by the United Kingdom in response to Hurricane Katrina had to be quarantined in a warehouse because they contained British beef, banned by American health regulations (Agence France-Presse 2005). Someone did not check the laws before doing a good deed. What if the beef has been destined for starving dogs? *Recommendation*: When engaged in international agreements of any size, have a qualified legal adviser, even if only on retainer.

> *Example*: An NGO wants to outlaw the hunting of wild animals by aboriginal peoples on the grounds that such hunting, especially of sea mammals, is inhumane. This is a laudable goal, but in the United States, Native American tribes have "treaty" rights to hunt on their reservations, "rights" that a fresh international agreement signed by the federal government cannot overturn. If the NGO wants to change hunting patterns, it would have to negotiate on a bilateral basis with tribes (there are several hundred in America) or arrange a multilateral negotiation through the Department of the Interior or the National Congress of American Indians (NCAI) (Pevar 2004).

1.6.2 War and Animals

Aside from drought and famine, little harms animals like war. It is an excellent area of diplomatic activity that interfaces with all aspects of animal protection, be it animal welfare, rights, or conservation. No further justification for intervention need there be than the loss of life from land mines by animals in South Sudan, the death and injuries of companion animals and livestock in Cyprus in 1974 from the Turks, or from cluster bombing farmlands in south Lebanon. After all, animals cannot protect themselves and they suffer horribly – and to the extent that they die; not only does this cause psychological harm to the human population, but also a grievous loss of jobs and food.

Although tying the cause of war to the maltreatment of animals is tough (the science is evolving), there is certainly a link between animal abuse and violence against humans which is worth mentioning "Taking animal abuse seriously provides a method for early detection and treatment of potential violent offenders. It is part of the larger cycle of violence – people who abuse animal are statistically more likely to commit other violent crimes. It is a good predictor or indicator of current or future violence against humans, as indicated in studies of serial killers, school shooters, and other violent criminals. Teaching children compassion and empathy toward animals helps them learn to be more compassionate to humans as well" (Regnery 2010).

Animals in zoos are especially vulnerable when trapped. Wild elephants ran from the great Tsunami, but zoo animals have only a cage to bang against (Comer 2010). During World War Two, Tokyo zoo animals were poisoned to prevent escapes during Allied bombing. The elephants, however, were too smart to eat the poisoned food . . . they slowly starved to death ("Faithful Elephants" by Yukio Tsuchiya, Houghton-Mifflin, 1951). In 1992, the last animal in Sarajevo's zoo to survive, a bear, finally succumbed to starvation. Most of the other animals resorted to cannibalism before succumbing to hunger (Comer 2010).

The concept of *Jus ad bellum* focuses on criteria that render a war *just*. The Prussian military expert Carl Philipp Gottfried von Clausewitz argued that war was a natural process to resolve disputes and that under certain circumstances it was just – Jus ad bellum. However, since 1945 the UN Charter has reserved conflict to self-defense or as authorized by the UN Security Council. Once the war has taken place, another concept known as *Jus in bello* takes over. That concept deals with the morality of the actual conduct of the conflict. I think that *Jus in bello* offers potential opportunities for addressing animal welfare. While uncomfortable for animal advocates to think of animals as property, in that form animals do derive protection under the proportionality principle of *Jus in bello*. In other words, it is reasonable to use proportional methods against armed combatants, and accidental damage to civil property is permissible, even inevitable. However, unnecessary collateral damage to property is illegal unless that property is a tool of war. Therefore, unless the animals in questions are "tools of war," intentional or reckless acts against animals in conflict are also illegal, unless they are tools of war. Similarly, the same principle should be used to protect wildlife, which in many jurisdictions are considered property of the state. The problem is that this animal-friendly interpretation of proportionality has not been adjudicated by a high international court. They have not addressed the question of livestock, companion animals, zoo animals, or wildlife in war, nor has the UN Security Council (Sharp 1999). This could be a good tasking for the IAPC (International Animal Protection Center, Sect 1.10) I have proposed or some special team of animal protection legal scholars. The political argument for doing this might be that the litigation defends the UN's core mission of reducing poverty and hunger. Many millions of desperately poor people depend on animals for a living, food, or cultural identification. If those animals are injured or killed, that can lead to conflict, hunger, and poverty. Even if the UN or other bodies do not protect animals for their intrinsic value – as we agree they should, protection for them can be gained under *Jus in bello*. Connected to this argument is also the principle that life has a right to food and a standard of care. While those rights are not well articulated in law, they must be considered relevant to our negotiations, and a successful ligation using Jus in bello could be precedence.

My interpretation of the law of war also derives from rights accorded to civilians *hors de combat* in Article 3 common to the Geneva Conventions, provisions of Geneva Convention 4 and the Protocols. See especially Article 54 (I), Protocol I and Article 14 Protocol II, which ban killing of livestock necessary for human sustenance (Kälin 2008). We might also be able to add zoos and specific farms to the list covered under the 1954 Hague Convention for the Protection of Cultural

Property in the Event of Armed Conflict (UNESCO 2010). The convention covers "immovable and movable cultural heritage." Farms and Zoos have not been considered as covered, but why not? Zoos like the ones at Frankfurt, Germany, and Kabul, Afghanistan, are integral to the local culture. So are the farms that breed Lipizzaner Stallions. Regardless of what some in our community might think of breeding as a concept, the animals deserve protection and the 1954 convention might be a tool.

This conversation also relates directly to the Rome Statue of the ICC used against Sudan's President in 2009 when he was indicted for crimes against humanity, in that the starvation of humans or destroying livelihoods is illegal. Protecting livestock specifically came up in 1982 in the case of the relocation of Nicaraguan Miskito Indians and the destruction of their property and livestock by their Government, then trying to control counterrevolutionary activities. The Inter-American Commission of Human Rights required compensation for lost livestock.

None of those precedents ends animal cruelty per se, but they lay a legal foundation for cooperation between the humanitarian and animal welfare communities. This is especially true given the increasing recognition by humanitarian practitioners that we must include livelihood protection in emergency management, not just the protection of human lives. The reason is simple. The inability of people to return to their lands and follow their previous lives fosters conflict and social upheaval (Feinstein-International-Center 2009). In contrast, when we protect pastoralists and farmers by protecting livestock, especially in conflict, we can stabilize society. That leads to cooperation between humanitarians and animal welfare followers. From cooperation come standards of practice and then practical methods of ending cruelty both in development and conflict environments.

Failing to properly deal with this issue can cause tension and violence, as we saw in the summer of 2005 in Uganda and Kenya when livestock received less and less water and food, due to a severe drought. The situation became so bad on a Tuesday morning in 2005 Borana tribe raiders broke into a northern Kenya school in Turbi. Using machetes and AK-47 assault rifles, they slaughtered 22 children and 50 other villagers, all members of the rival Gabra tribe. This massacre resulted from ongoing rivalries worsened by drought-stricken livestock herds on which both tribes depended. For five consecutive seasons prior to 2005, the winter rains all but vanished in much of east Africa, triggering violent competition for water, grazing land, and food. The extended drought resulted in a 50–80% loss of livestock, mostly cattle, which meant that many rural families were below the minimum threshold to support life. Consequently, violent livestock raiding become a huge regional problem that extended to Sudan and Somalia (Lal 2006).

1.6.3 Working with the Military

The humanitarian NGO community has become increasingly concerned that Western militaries are so heavily involved in relief and development that they might

subsume AID agencies like the European Community Humanitarian Office (ECHO) or USAID, etc. Also, to the extent that military forces build civilian structures, since they might be considered legitimate war targets there might be confusion between those forces and civilian relief bodies such as animal welfare NGOs. To an extent, confusion is inevitable since military forces have stronger logistical support structures than does the civil sector, sometimes the only ships available for evacuations or sending supplies. During Cyclone Nargis, animal welfare NGOs had little choice but to fly supplies on US Air Force planes; it saved money and sped supplies. In Haiti, the largest relief body was the US armed forces. But the confusion is more of a concern in conflicts like Iraq and Afghanistan. When negotiating an arrangement with local chieftains or with multinational forces, animal protection NGOs must maintain political neutrality. Understanding that the more an NGO works with a military force, the harder to prove neutrality; we need to use all available resources. That can significantly reduce overheads, allowing funds that would have been used for trucks, ships, and planes to be used for the purchase of medicine, food, and veterinarians.

1.6.4 Special Words and Phrases that Create Problems

1.6.4.1 Cultural Sensitivity

Sometimes the language issue is cultural, a turn of phrase that works well in Europe might sound antagonistic in a different region. Take the case study for "FarmWatch." An international NGO started to work in Brazil with the premise that it would change the country's huge farming system. At first attempt, the program of work was called "Farmwatch." With a name like that, instead of gaining followers and supporters on either side of the fence, it simply went nowhere. The reason was that the name raised suspicions among farmers, importers, exporters, and the Ministry of Agriculture. Everyone thought of being monitored by an NGO, instead of NGOs as partners. To resolve the situation, the program was redesigned, but the content stayed the same. The name was also changed to "Farm Animal Welfare Program" and all the material was reworded to reflect and focus on the AW work. This led to an unprecedented gain of credibility with the government and other partners. Farmers welcomed the program because it made their farming process more in tune with European importers, importers, and exporters benefited from this change at the root of the production process and the government was satisfied that someone else was carrying the torch to convince farmers to change their ways. But it was essentially the same "Farmwatch" program with a different name. As a culture, Brazilians avoid conflict and protest, being more on the side of conciliation and negotiation of differences instead of frontal confrontation, fielding such great international diplomats and humanitarians as Sérgio Vieira de Mello. That is why the first attempt at FarmWatch failed, and why some other animal projects have also failed in Brazil.

1.6.4.2 Generic Problem Words and Phrases

Words matter and therefore, if a poor choice of words is agreed to by a national delegation in the negotiation of a nonbinding agreement, the agreement can be undone by the office back at capital that handles treaty affairs. It is therefore wise for animal protection NGOs to avoid those problems at the start, unless the NGO really wants the document to be legally binding. The following words and phrases often cause problems, but there will be others and not every government of the same opinion, so the Chief of Delegation needs to make sure his or her negotiations research these points in the context of the nations and organizations with which/whom they are negotiating.

Shall or will vs. should In a nonbinding document, in clauses that urge that certain action be taken, most governments will prefer "should," which is optional, as preferable to "shall" and "will," which are binding. In Australia, the issue is often between the words "should" and "must" (Phillips 2011).

Ensure. This word connotes an intention or obligation to "guarantee," a concept most treaty affairs offices will oppose for nonbinding documents.

Party. This word can be problematic when Outcomes Documents are not agreements in the nature of contractual undertakings. Most governments feel that a government is not a party to a nonbinding document.

Agreed or agree to are words that should be entirely avoided unless followed by the term "in principle," which makes the agreement voluntary and nonbinding. We have seen this problem in some reporting on UDAW and UDAR.

References to international conventions or other legal instruments are often included in Outcomes Documents because they refer to precedence, which can be excellent. Care should be exercised in that a convention or binding legal instrument is only binding to those party to the agreement. So if an animal protection is helping to draft an Outcomes Document and such a reference is included when the NGO does not endorse the agreement, make sure that language is also included to parse those which are party to the agreement from the NGO and those that are not party. Otherwise, it may appear that the NGO has agreed at least in principle to the referenced instrument.

Assistance and Resources are words animal protection NGO might wish included in an Outcomes Document, since we want financial and political support, but be aware that donor nations will be suspicious of such words. If poorly placed, they imply an obligation for foreign assistance or financial support instead of the concept of voluntary aid.

Technology Transfer The topic of "tech-transfer" has been an important element of diplomacy for generations, but in particular since World War Two. Some nations and NGOs make an egalitarian argument that everyone had a right to the latest technology. Some have even said that "patents" are really monopolistic tools of industry. Of course, inventors and industrialized nations tend to disagree, arguing that in order to develop a technology or drug, enormous intellectual and monetary resources have to be expended and that royalties from patents are the only way to

guarantee a proper return on investment. Many G77 coalition nations argue for liberal technology transfer rules. So the UN and especially the General Assembly and ECOSOC forums have become platforms to argue for a breakdown of technology transfer barriers. Even with the fall of the Berlin Wall, this struggle continues. My recommendation is that animal protection NGOs avoid being a pawn in the struggle. That may be hard. The best medicines and rescue techniques for animals all require some level of technology; some patents, so does risk reduction, reducing the potential for harm to animals from weather, storm surge, and other hazards. One way to avoid this issue is for the industry to collaboratively develop technologies that are intended to be shared, not sold. It could be something as simple as a harness device to lift a cow safely out of mud without damaging its udder, or perhaps farming techniques to encourage profitable free range vs. intensive farming. Heifer developed a rolling plastic barrel with a hollow center to help people push massive amounts of water, rather than carry pails uphill. The technology may be duplicated without royalty.

As recently as 2008, "China's Premier Wen Jiabao urged developed countries to transfer climate-friendly technologies to China and other developing countries, and he called on the international community to establish a fund and mechanism for overcoming technology transfer barriers." (DESA 2008) In November 2009, the G77 plus China said regarding climate technology that "agreement on technology transfer is crucial to a fair global deal." (Ross 2009) There is definitely a moral imperative to encourage the transfer of technology, especially in the areas of disaster risk reduction and climate change. Such transfers could save many animals from harm, but animal protection NGOs are urged to be cautious in the wording of any resolution they might join, to avoid their priorities to save animal from being caught up in larger issues of property rights. This can often be resolved by taking care with the language and working closely with the delegations of manufacturing nations.

Upper and Lower Riparian States' Rights Riparian water rights are a form of landownership and could impact the welfare of livestock and wildlife, especially in droughts. In many countries the upper riparian user cannot cut off the lower one, but does retain rights of reasonable use. Unfortunately "reasonable use" might mean that the upper riparian's development initiatives, e.g., gold mining, could take place. The problem is that gold mining can poison water and in this instance perhaps hazard pasture lands in lower riparian states, perhaps where cattle depend on impacted waters. Some have said the 1997 UN Convention on the Law of the non-Navigable Uses of International Watercourses is an appropriate source for applicable law, but be aware that not all States agree. The convention is only applicable to those that are party to the convention.

1.6.4.3 Non-Self-Governing Territories

The UN defines non-self-governing territories as regions where the people have not yet attained a full measure of self-government, a topic considered annually by the

Special Committee on the Situation with Regard to the Implementation of the Declaration on the Granting of Independence to Colonial Countries and Peoples (Committee of 24 or C-24) and by the Special Political and Decolonization Committee (Fourth Committee) of the UNGA. Questions of American Samoa, Anguilla, Bermuda, the British Virgin Islands, the Cayman Islands, Guam, Montserrat, Pitcairn, Saint Helena, the Turks and Caicos Islands, and the United States Virgin Islands all come up within the context of a resolution confirming the right of self-determination. NGOs need to remember that although the UNGA may consider that a territory should not to be a part of a State, the State controlling that territory might ignore the call, the exception being when made by the UN Security Council, as happened to Italian Somaliland which Italy had to give up in 1960. This is important to our community because a non-self-governing territory may well have animal protection issues, e.g., American Samoa, but they are not "countries." The home government must also be dealt with, even though some, like American Samoa, might have its own visa structure. Puerto Rico, Tahiti, and the Bermuda are other examples of territories often mistakenly called countries. They are actually integral parts of the United States, France, and the UK, not countries, thus incapable of independent binding foreign policy decisions, like concurring with a declaration. Reports from 2005 showed that in the 2003 UDAW intergovernmental conference Saipan was a participating body, but it could not have attended as an Observer without permission of the US Department of State nor agreed to a text. Same thing for any other US territory or protectorate.

Recommendation: Be careful about inviting subnational authorities to an international conference. They often do attend, and in the United States, the Native American tribes often go to UN meetings, but their authority is limited.

1.6.4.4 Rights of the Indigenous

Internationally there is the Declaration on the Rights of the Indigenous, which emerged out of the 1994 UN General Assembly and called for a Decade on the Rights in coordination with the Commissioner on Human Rights. These rights are often seen as negative to animals because they can protect hunting. While that is a problem, the Committee on the Indigenous may offer opportunities for NGOs to make their case directly to indigenous populations at the annual Conference of the Indigenous in New York, but keep in mind that the indigenous protect their traditional rights not out of any disrespect for animals, but because of a desire not to lose their culture. Depending on the country, the indigenous have different rights. In the United States, the Rights of the Indigenous are enshrined in domestic law such as the *Tribal Law and Order Act of 2010* (NCAI 2010) and treaties with native tribes, as well as state laws, some which speak directly to aboriginal hunting rights. There it is best to talk directly to Tribal elders or through civil rights bodies like National Congress on American Indians (NCAI) (Fig. 1.4).

Fig. 1.4 Navajo tribal elder. (c) L. Roeder 2010

1.7 Principles of Collaboration with Humanitarians

Cooperation between the animal protection and humanitarian movements have gone on for decades, especially in conservation matters through CITES and related bodies; and beyond. One of the more interesting cases involving the UN occurred in 1974 during the Turkish invasion of Cyprus.

1.7.1 Case Study: The 1974 Cyprus Invasion

In 1974, ISPA with RSPCA support helped protect hundreds of companion animals and livestock from harm in cooperation with UNHCR and UNDP at the request of the UN agency called FAO. This was a time of great danger in that ISPA proposed to enter Cyprus during combat. They were warned not to send staff until things quieted down, lest they be shot (IPSA 1974). ISPA agreed but was then asked by the UN's FAO agency to render assistance, making the first instance I know of when a UN agency requested help from an animal welfare NGO. FAO was also involved in supporting WSPA operations in 2009 in Myanmar.

Council Minutes of the RSPCA in their London archives indicate that "FAO recommended that ISPA should coordinate the animal aid program. This placed

ISPA under considerable pressure as it was also heavily committed with flood disaster in Honduras. However, an appeal was sent to all ISPA member societies and supporters who generously responded. ISPA is particularly indebted to the Ontario Humane Society for providing large quantities of veterinary drugs. Contact with the British authorities enabled ISPA to purchase six tons of vitamin concentrates, sufficient to reinforce 2,400 tons of fodder, and to dispatch this to Cyprus. Financial assistance to purchase pet animal feed was provided to the Nicosia, Kyrenia and Limassol areas under the auspices of the Cyprus SPCA. An ISPA field officer was flown to Cyprus by the RAF and he established communication with the Turkish Cypriot and Greek Cypriot civil administrations. The field officer delivered drugs to veterinary surgeons trying to combat diseases affecting farm livestock, and made provision for the purchase and delivery of food to persons taking care of abandoned pets. Farm livestock has been badly affected, particularly animals kept under intensive husbandry" (RSPCA 1974).

Following the intervention, the following letter was sent to IPSA by Major General D. Prem Cham of India, Commander of the United Nations Peace-Keeping Force in Cyprus. "Dear Mr. Scott, Thank you for your letter of October 16, 1974, and for the very kind thoughts and sentiments you have expressed. It was good of you to have arranged for ISPA Field Officer Carter to spend some time in Cyprus and I am sure that his visit has already had a healthy and positive impact on the safety and well-being of the animals which were so gravely and sadly affected during the recent emergency here. Many thanks for writing and I am arranging to convey your most thoughtful appreciation to all concerned. Yours sincerely, D, Prem Chand" (RSPCA 1974).

Despite that precedent, ask if partner NGOs ever work with the humanitarian community as a full partner or only in parallel? Some NGOs refuse, thinking they will be forced to do actions in contravention of their ethics. While researching this book, a shelter in Washington State even made the comment that they would not work with an NGO associated with the UN because that means "taking instructions from a world government." The UN is of course not a world government and no UN agency or Government will or even could force an NGO to sign a contract, but these unfortunate misperceptions still exist. The solution is an MOU or contract that spells out each party's rights and responsibilities. If the NGO does not like the terms, they are free to seek a different approach.

The above being true, there is still a need for rules, a set of operational standards against which NGOs are judged. Such a body of standards has been developed by InterAction, the largest alliance of American based NGOs, as well as other NGO alliances in Europe. These common guidelines are called SPHERE standards (see Sect. 6.2) developed in cooperation with governments, the UN, and the Red Cross movement. The key point is that these rules were initiated by humanitarian NGOs, not the other way around as a way to define how a partnership between NGOs governments, the UN, and Red Cross movement will work. We need a similar set of guidelines to define our own cooperation with the humanitarians. The welfare of many millions of livestock are at risk in areas fraught with conflict or disasters. Animal protection NGOs cannot be the answer by themselves. There just are not

enough resources; so cooperation with humanitarian NGOs, the UN, the Red Cross, and governments will often be required; otherwise, animals will needlessly suffer. Collaboration will be difficult to perceive by some since humanitarians focus on humans. As a result, some animal protection NGOs only engage humanitarian institutions and governments as reluctant, not entirely trusted allies. Indeed, when I left government service to work for a British NGO, I was initially met with mistrust by HQ staff because I was a career humanitarian, whereas their careers had been about animals. The truth is that many humanitarians love animals and hate cruelty as much as anyone. The question should not be whether a bridge can be built between the communities, but rather what is the design and what are the materials? While on their own, humanitarian bodies would not usually leap to help animals, they will assist if a sufficient rationale is offered. Chapter 6 highlights organizations animal protection NGOs should contact, but before going there, consider the following.

One rationale for the humanitarians to collaborate with us is that if animals are not protected, people may place themselves in harm's way to shelter them. Time and again we have seen this in natural disasters, Katrina with companion animals, to cattle in Burma during Cyclone Nargis. In the case of the "extreme flooding in Pakistan, over 10,000 cattle, impoverishing farmers and removing their means of plowing" (Muncy 2010), but before the humanitarians will work with us, they must believe we will work with them in a professional manner. Adopting something akin to the SPHERE standards could be the bridge; and a bridge is surely needed. Many in government and International Organizations still have not heeded Vice President Al Gore's vision that the world is interconnected, requiring protection for all of its parts. Civil society is also often too pessimistic about government change and partnerships, convinced that government officials are more like Edmund Burke, believing that change must come slowly (Burke 1790). There are lots of government officials who will seek every legal precedent to inhibit the advance of animal welfare. But many also are receptive to creative, thoughtful diplomatic efforts, and will consider fundamental change to how the environment and animals are handled. Such precedent exists in the amended Treaty of Rome, which recognizes animals as sentient, CITES, and the International Whaling Commission, which outlaws commercial whaling, though the later is not working well (Associated_Press 2010). The bridge of understanding will be built on an agreement to address common concerns like poverty and hunger through reliable behavior built on clear standards of behavior.

1.7.2 Challenge Axioms

After reading the previous section about the need for standards and the general tone of the book as a "how to text," the reader might think that the rules of diplomacy are inflexible. Not true. Always take a moment to reflect before acting, because the normal course of action, the standard, documented approach is not always the best.

Case Study: Albania – In 1991, I went to Albania as the first US government economic affairs officer to visit since WWII. The old President was dead, and a peaceful takeover of the government by the people seemed possible. I did not know the language, but I had studied the country for 2 years in the Department of State as part of a group of officials looking for countries about to drop communism. I decided to travel about the land, meeting local officials, Mayors, union bosses, etc., and regular folks. I was given a driver and interpreter. One was a former government driver and bodyguard. The other was a young firebrand. I also had two goals, to show that America cared about Albanians and to find opportunities for investments in Albanian jobs.

One day, we rolled into Skoder and found a mob yelling at a burning office building. Another also stood to one side, considering their next action. Locals told us that the building belonged to the Secret Police and because they had killed some demonstrators, the citizens burned the building, with the police inside! Cairns in front of the structure marked fallen marchers. The mob also wanted to burn more buildings and then march on Tirana, the capital. Meanwhile, another State Department official in Tirana was trying to advance democracy in the parliament. It was one of those moments when action was required. Ordinarily my instinct is to avoid mobs. The driver wanted to move away, while the interpreter wanted me to hook up with the crowds, lead them to the capital, but I felt neither was a correct option. Leading a march sounded romantic, but the marchers could have been met by the army, leaving in shambles our efforts at peaceful transition. Departing also looked bad. My driver was just trying to keep me safe, but what kind of commitment to Albanian democracy would departure show?

Instead, I had my driver move the car to one of the cairns, essentially between the two mobs. Leaving my colleagues behind, I removed the American flag from the hood and planted it in the center of a cairn, then left my business card on each. We then talked to the mobs, saying that America was with them, but spoke of Reverend King, who preached peaceful demonstrations. It was a weird moment, not knowing what would happen, but the call for calm and the promise of American support worked. Everyone clapped. The transition was smooth, and when Secretary Baker arrived in Tirana, nearly every Albanian in the country was there. For a year, I received cards of thanks. Recommendation: Be true to core values and break the rules when needed. Also, be ready to accept the consequences of failure. My actions could have backfired.

Case Study: Egyptian Pigs – We are often faced with fast-moving events that call for action: perhaps lobbying, direct action, or diplomacy. This case study explores "the culling of the Egyptian pigs," in an attempt to show the potential value of professional political analysis that goes beyond traditional axioms. To understand the fears that led to the culling we have to go back to the early 2000s. In those days, I represented the US Government in the Organization of Economic Cooperation and Development (OECD) on the *OECD Futures Project on Risk Management Policies in Selected OECD Countries*. This study group met in Paris and focused on identifying emerging systemic risks to society, things like pandemics. What we saw was that previous models of risk prediction had failed us, and thus standard behavior patterns were possibly in error at times.

1. Conventional risks seemed set to take on new dimensions (due to extreme weather conditions, concentrations of population and wealth).
2. New hazards were emerging, many characterized by extreme uncertainty and the possibility of extensive, maybe irreversible, harm, including influenza (OECD 2003).

One of the conclusions we arrived at was to be cautious about adhering to standard problem-solving approaches. That lesson became important during the swine flu epidemic, especially in how NGOs approached the Egyptian government. By 2004/2005, mounting evidence of influenza in Asia made many worried. More than 1,000 people had been infected since 1997 by one of three strains and at least 60 had died, mostly in Asia. An explosion of infections caused a culling of 100 million birds in eight countries in Asia, a real holocaust (Gregor 2006). Calls were being made to stop all international trade in poultry and gaming birds. Even the military was nervous, and I helped review the design of an evacuation plan for Americans in the Pacific (J141 USPACOMINST 2005). Still, the numbers were small. Less than 200 had died worldwide by the summer of 2005, less than seasonal flu might kill in America, but there remained the potential for the creation of a novel virus subtype against which humans had no defense. The relationship to animals was obvious. Influenza outbreaks had been hitting humans since the first duck was domesticated and estimates showed that many ducks in Asia had the H1N1 strain. Further, the strain was in the process of mutation, something which WHO would eventually call highly transmissible. It did not kill its hosts, e.g., ducks but when spread to humans, caused mild flu systems and death. 1918 was on everyone's mind. A fatality rate of less than 5% could kill tens of millions. By late 2004, the virus had spread from birds to pigs in West Java, though I do not think we were aware until early 2005. The spread to pigs was a critical juncture because they can be a "genetic mixer," combining bird and human flu viruses into something easily spread to humans. This led to the flu being called Swine Flu. The fallout from that decision was that influenza represented a clear and present danger to the national security, not just to America, but to every country, and pigs were considered a risk in Egypt. What to do?

By October, 2005, the issue had already been front page in the major journals (Adler 2005). Uneducated or panicky officials culled animals in often horribly inhumane ways, and by 2006 we saw people beating ducks and chickens with sticks and suffocating them in plastic bags or as Dr. Mike Ryan of WHO related that August, running potentially sick animals off of cliffs! Of course, Avian Flu was not new. In some way, it had been around since the first duck was domesticated in China and every year since in modern times, it struck again, though mostly not very hard. As Michael Greger pointed out in his 2006 study, though it was mainly a nuisance bug, influenza was also the carrier of pandemics and had the capacity with minor genetic adjustments to kill millions, e.g., Spanish Flu just after World War One. My great grandmother risked her life as a Red Cross nurse at a submarine base in California fighting the disease. When I began to become interested in it again, I found myself wondering if I too would be doing the same thing. Unfortunately at

some level, this fear was spreading just like the virus we feared from airport to airport, from seaport to seaport, and into towns and into panicked populations around the world, some of whom let the lessons of 1918 scare them into irrational behavior.

In 1918, the flu killed more people in 25 weeks than AIDs has done in 25 years. In this millennium, the fear was H1N1. Would H1N1 do the same or be worse, given that transportation routes were more efficient (Gregor 2006)? In June, 2009, the WHO declared H1N1 the first pandemic in over 40 years. "The world is moving into the early days of its first influenza pandemic in the twenty-first century," WHO Secretary General Chan told reporters. "The (swine flu) virus is now unstoppable." Swine Flu is in brackets because of the confusion in the public that it was created by swine, as was the case in Egypt (Associated Press and Reuters 2009). Now we come to Egypt and a great tragedy in animal welfare, the culling of the pigs.

In April 2009, Egypt seemed to have jumped to the conclusion that a pandemic was inevitable and said they would cull pigs as a precaution, or at least rehouse them. This was a particularly tragic decision, since pigs did not efficiently spread the disease; people did. The Animal Health (OIE) confirmed culling would not help protect people and the WHO stopped calling the flu Swine Flu, relying on its scientific name. Then the Egyptian Government admitted that the cull was not because of swine flu. The government had decided a year earlier to remove pigs from densely populated areas of Cairo, where they largely lived on rubbish dumps, according to Mona Aly Mehrez, director of the state-run Animal Welfare Research Institute (Johnston 2009). The swine flu outbreak was simply an incentive to put that decision into practice, and the pigs began to be slaughtered in inhumane settings. The Question for the NGO community was what to do, to lobby, negotiate, or take direct action? Egyptian Society Animal Friends (ESAF), RSPCA, WSPA, and many others protested, but the cull went ahead, despite intense lobbying of the Prime Minister and the Minister of Health.

Question: Could the cull have been prevented through diplomatic efforts with someone else in the Egyptian government? I am not certain who the various NGOs contacted other than the Prime Minister and the Ministers of Health and Agriculture. They contacted these officials because the Egyptian Constitution of the time suggested this move. In other words, the NGOs actually did the correct thing, in the sense that they followed standard practice. The thing is, despite the constitution, probably none of the governmental organizations had the political power to make the decision we wanted. Though moral outrage is good fuel for driving action, any specific policy decision to intervene in a crisis such as the pig cull should have been based on intelligence, not just collection of information, but true analysis.

"Intelligence" is defined in this context as "a meaningful statement derived from information that has been selected, evaluated, taking into account local conditions, interpreted, and finally expressed so that its significance to an animal protection problem is clear." In other words, the difference between raw information (a constitution) and finished analysis.

My sense after asking around in 2010 is that the intelligence leading up to the strategic approach was based primarily on a compilation of answers to these basic questions:

1. *What are the Egyptians doing*? The cull.
2. *Who is articulating the policy*? The Prime Minister and his cabinet.
3. *Who is described in the Constitution as having authority in the matter*? The Prime Minister and his cabinet, especially the Ministers of Health and Agriculture.
4. *Is the policy humane*? No.
5. *Is the policy based on science*? No, according to OIE and WHO.
6. *Is the policy based on prejudice against an ethnic minority*? Perhaps.
7. *Could lobbying turn public opinion around*? Perhaps. Not all Egyptians agreed with the policies.

Leaving actionable policy to those excellent answers allows for little inspiration or judgment. The resulting hypothesis was that the only route to saving the pigs was Public Diplomacy or perhaps lobbying the Prime Minister and his Ministers. The route taken was certainly reasonable, but while hindsight is 20/20, my proposal in such a future situation is to challenge the axioms before making a final decision. The 2011 revolution in Egypt changed things dramatically in that country, but if the political structure had remained, I would have suggested considering possibilities of decision making not described in the Constitution. Under that theory, the route to a proper decision would have been to go to the President, which most political experts will agree was the true "Decision Maker" in all things that mattered in prerevolutionary Egypt. No one, as far as I can tell, ever called the Chief of Staff to President Mubarak. In the context of Egyptian culture, major decisions (regardless of what it says in the constitution) at that time in history were made by the President. He might not have turned things around, but the Ministers would not have reversed their policy absent permission from the Prime Minister and he would not have done so absent permission from Mubarak. The actions taken were reasonable given the facts, but the route taken was based on incomplete analysis of the intelligence (the answers to the questions).

Recommendation: Before making a major decision like clearing off on a Decision Memo, challenge the axioms. There are many situations like prerevolutionary Egypt. Consider the possibility that in such a case, the right questions might be asked of the wrong official. Although the President of Egypt in prerevolutionary Egypt was the head of the Executive Branch, by convention the Prime Minister ran the country on a day-to-day basis, leaving matters of national security and foreign policy to the President. Knowing that, it was logical for NGOs to lobby the Prime Minister and his Ministers, necessary so that they knew of our point of view. But the culling of the swine was also political. A pandemic is a *National Security Threat* and Egypt had been under technical martial law since 1981, a fact often missed by the international public! That means the government had to do the President's bidding. In addition to the actions taken, it would have been wiser to have directly lobbied the President and negotiated an agreement to move the swine to safer

ground, pending the resolution of the political crisis. Only Mubarak could have made that call, especially given the panic in the general population, and prejudice against the Copt minority.

1.7.3 Personal Contacts

Before seeking an MOU or other formal agreement with a humanitarian body or government, an NGO might find a member of the staff who is personally favorable to its position on animals. That is perfectly appropriate and can reap rewards, such as keeping an NGO informed of developments relative to its issues; the official might even join an informal "Contact Group" of interested officers. Such "friends of animals" can also provide professional advice in their "personal capacity" on what tactics will work or not in a given context and even help the lead NGO contact officials in Ministries during an emergency. The Mission of Israel was very helpful gaining permission from Israeli ministries to permit veterinary relief supplies into Gaza. Personal contacts with a variety of Missions helped on another issue, as well by suggesting to the Chair of the G77 to sponsor a discussion on animal welfare. All of that is very useful and encouraging, but the results must be kept in context.

NGO delegates that work long enough in the UN or one of the other important bodies will make friends, i.e., people that a delegate can probably partner with in workshops and programs. There is no question that trust is an important quality in this work. A diplomat's reputation for honesty is the foundation of success. Keep in mind, however, that officials in diplomatic missions work for their government, not for NGOs, and officials in UN agencies work for the agency. No matter how nice they are, there is no confidentiality, nor are there "off the record conversations." Everything said to these officials is shared. In addition, public statements of support by officials do not always mean or imply official government endorsement. Support for an initiative might be less about helping the NGO or the cause than helping some other agenda.

In one instance, I very much needed the support of an important African nation in order to achieve a briefing. My contact finally agreed, after many phone calls, and the briefing was very helpful to the cause I was advancing. But at the same time, I realized that the Mission did not really care about the ethics of the issue. Their government was having serious political problems with the international human rights community and the Mission felt that agreeing to the animal welfare request would deflect attention from their problems, at least a little. In our opinion, gaining the briefing not only helped animals, it provided support for very poor people in the developing world, so we went forward, it being understood that we never endorsed the country's human rights record. That is how things are done in the UN, and it is consistent with best practices performed by the humanitarian NGO community. That said, one does have to be careful.

In 2009, Sudan expelled the international humanitarian community. Remembering that I was in the NGO community and no longer an American government official, I felt it was important to refrain from public comment on the regime's expulsion of the 13 NGOs responsible for half of all humanitarian assistance. Some animal welfare officials wanted to make public statements of revulsion, and that was understandable given the genocide in Darfur, but had either humanitarian or animal protection NGOs done so, it could have provoked further expulsions and, in our case, set animal welfare further back. At the same time, I was quietly speaking to UN officials about being resolute; it being assumed they would not be tossed out. This was a safe bet based on my earlier experiences in Sudan when I had to deal with the Khartoum regime while in the State Department while at the same time encouraging the UN to push back on Sudan and governments and NGOs to "do no harm." It was a delicate dance and also risky appearing close to the Sudanese since they might use a supposedly good relationship with a respectable NGO to counterweight damage they did to their own reputation. The only way to do it was to avoid stating anything good or bad about activities in Sudan, while focusing on the administrative role of Sudan's Ambassador in the UN as Chairman of the G77. That was Diplomacy in the most classic form.

Does the personal contact speak for herself or the government? Suppose the first Secretary of the UN Mission for the *Republic of Central Islands* says she personally supports protecting animals and can convince her Ambassador to publicly support a Declaration that an NGO delegate is advancing to protect the Delmarva Fox Squirrel in the Second Committee of the UNGA. Second Committee is the part of the UNGA that focuses on sustainable development, so this sounds like a good idea. How should the delegate react? It is always great to hear an Ambassador or other senior official speak on an NGO's behalf in public. If donors know about the statement, this could bring in more funding. But does the statement actually mean that the *Republic of Central Islands* will join consensus on a resolution? The answer might be "no." Find out if the Ambassador was speaking in her personal capacity, as they sometimes do, or on instructions from the government. If it was in her personal capacity, *an NGO cannot say that her government supports the initiative*. Reporting such support could well embarrass the Ambassador when her Foreign Ministry asks for clarification, at which time they might decide that "while the declaration is an interesting concept, the Agenda Item under which it would be considered is not appropriate for the topic. We recommend that this issue be tabled (a parliamentary term for delay) until the following year." UN Missions do not like fights, so unless there is another national sponsor for the declaration or a priority for other Missions, this simple "official" statement by one republic will likely kill the initiative for the

entire year. *Conclusion*: Be very careful on how developments are reported and make sure that if the Mission says something, it is also supported by the Foreign Ministry, which has the final say on all "official statements" by any UN mission.

1.7.4 How to Approach a Ministry, Embassy, Mission, or Agency

Many NGOs initiate contact with an agency by writing to the head; this is to short circuit the process and speed up a reply. This may work if an NGO has excellent connections, but without such an advantage, it seldom works. Instead, the letter to the ministry or agency head is usually sent to an office that handles public inquiries. If the NGO is lucky, the office that handles the topic will be asked for input, but there is no guarantee. Unless the Head of Agency knows the NGO personally or its issues in full, the NGO might get nothing out of the investment than a form letter – no action. The bottom line is that the decision maker the NGO wants to influence will not see the letter. Instead, an NGO delegate should first find out who has primary responsibility for the NGO's topic of focus and build a relationship with that office, ask questions about their mission, and how NGOs interact with it. If the delegate can convince the "subject lead office" of his proposal's value, then he has a permanent supporter, even if governments change. A good example of this is the UN High Commissioner for Refugees (UNHCR). Instead of going to the Commissioner on an issue, I found a staff officer who developed food security and livelihood protection schemes involving livestock. He worked in the Geneva HQ and became my advocate to policy levels for integrating animal welfare into relief operations. If a senior official in UNHCR was then needed, I had a contact inside the system trusted by upper management.

1.7.5 Contact and Steering Groups

Once a set of personal contacts has been developed, consider asking them to join a "Contact Group," or "Friends of …", a tool governments and International Organizations regularly use to investigate a problem, and share ideas, but what role the group plays will vary with the issue. Be aware that the *term* "Contact Group" goes by many definitions in the diplomatic community. The G77 is certainly the biggest. Forty governments belong to Alliance of Small Island States (AOSIS).[9] The "Animal Protection Contact Group" need not meet on a regular basis with a formal agenda, pass resolutions, have a formal chair, and make formal decisions, though that might happen over time. Such a group might even be led by

[9]Climatecaucus.net provided assistance to AOSIS in 2010.

the IAPC proposed in this book, but at the start it may be better to simply build an informal group whose members have a common interest. The most important thing is to convince them to share ideas on a cause. This could be about animal welfare in general or about a specific initiative, such as a resolution or a project. The more general the topic, the easier to convince missions to participate. *Uncaged Campaigns* might advance UDAR by using the group to discuss animal rights and engage on easy to understand noncontroversial initiatives before moving to endorse UDAR. In other words, first it is better to discuss "bridging issues," e.g., disaster management or the link between the care of animals and sustainable development "Get the camel's nose into the tent."[10]

Keep in mind that before most missions participate in such discussions, they require instructions from their Foreign Ministry. Some NGOs have expressed the view that because a Ministry of Agriculture has expressed sympathy for an issue, that is a statement of support by the government. Actually in the context of multilateral discussions in an International Organizations, an actual statement of support by a government must come from or be authorized by the Foreign Ministry. There are exceptions but for the big global negotiations, Foreign Ministry support is required. It is their job to coordinate the government's opinion on foreign affairs matters and pass on official instructions to their diplomatic missions.

As an example of a contact group, in June 2006, at the suggestion of the United States Delegation to the UN, some Ambassadors in New York formed the International Contact Group (ICG) to examine the constitutional crisis in Somalia. It was initially led by the Norwegian and American missions to the UN and still exists, and now is led by UN Special Representative for Somalia, Ahmedou Ould-Abdallah, who is based in Nairobi in the UN Political Office. The group meets at least twice a year and consists of "representatives from capital"[11] *for* Italy, Kenya, Norway, Sweden, Tanzania, the United Kingdom, and the United States together with the African Union, European Union (Presidency and Commission), Intergovernmental Authority on Development, League of Arab States, and United Nations. Notice that it includes both regional and donor nations (Norwegian Mission to the UN 2006).

Another interesting Contact Group called Contact Group on Piracy off the Coast of Somalia (CGPCS) has a very narrow focus. The ICG is informal, with no legal authority but much influence, due to its membership. The CGPCS established on January 14, 2009, was called together with a limited focus on the illegal seizures of ships and crews and created as a result of a UN Security Council Resolution, No. 851, thus giving it special powers under international law. It too contains both donor and regional powers (Spokesman 2009). A third Somali group also exists, known as *Friends of Somalia*. This informal contact body was started about 10 years ago by Norway and meets prior to Security Council meetings to share

[10]This is an old Bedouin proverb. If a camel can push its nose into a tent, the body will soon follow.

[11]This term means that the representative is not based locally at an Embassy or Mission but instead is based in a nation's capital, perhaps at the Department of State, the Ministry of Foreign Affairs, etc.

ideas and strategies. Like the other groups, it consists of regional and donor powers (Enge 2010).

In 2004 while at the US Department of State, I formed a "Contact Group" of government and NGO officials to talk about "animal welfare." Though informal and with no particular authority, it was a unique opportunity to share ideas on a common interest topic and show the relevance of animal welfare to the Department's mission. By sharing ideas with professionals in the NGO community, the officials gained knowledge which made them comfortable with the concept and willing to look for authority. That is a good initial model for NGO-based contact groups on concepts fresh to the UN like the protection of animals.

Another Contact Group worth mentioning is called JUSCANZ (pronounced juice-cans). Its full membership varies a bit between Geneva and New York but generally contains Australia, Canada, Iceland, Japan, New Zealand, Norway, Switzerland, and the USA. In January, 2010, Israel also joined the group for sessions in Geneva, but not New York, Vienna, or Nairobi. JUSCANZ does not coordinate positions. They simply share ideas in not nearly as formal a manner as either the EU or the G77, and unlike the EU and the G77 do not coordinate policy decisions.

Recommendation: When trying to advance an issue at the UN for the first time, because animal welfare is not a primary priority, it may be better to begin with something less grand than the Somali groups, perhaps an informal working group like JUSCANZ of "interested officials" from UN Missions, UN agencies, and the Red Cross Movement and the World Bank who are comfortable meeting on animal welfare, providing informal advice and reporting back to their HQ with recommendations for further action. Such a group could also be helpful for surprise issues. For example, if negotiating a Convention, over time the members will become comfortable enough that if an emergency breaks out somewhere in the world and HQ wants to become involved, he could probably use the members as advocates for action. I did that quite successfully with the Mission of Israel with regard to the need to move veterinary supplies into Gaza (see *Case Study: The Invasion of Gaza*).

1.7.6 Steering Groups

Steering Groups are sometimes formed to advance a major initiative like UDAW. These are more formal than a "Contact Group." For one thing, they focus on one issue. WSPA formed such a group in 2005, made up of Ministry officials from four out of the five UN regions (Costa Rica, Kenya, India, Czech Republic, and the Republic of the Philippines). The member officers (none based in New York) agreed to take UDAW forward and act as champions in their region. The idea was a good one, and if the officers actually represented their governments, it would have been a truly effective tool. It is not quite clear from my research that they actually did have a mandate from their Foreign Ministry to commit to much, but

they were dedicated and brought zeal, knowledge, and added value to the cause. I was particularly taken by Minister Noah Mahalang'ang'a Wekesa of Kenya, a veterinarian who came over to New York from time to time to advance animal welfare. Without getting into the intimate details of the Steering Committee for UDAW, it may be possible to use members of a contact group to manage an initiative, important since the outcome is to be an intergovernmental document. In this case, it is best if the officers are in the same town as the HQ of the international organization in which the negotiation will take place, to take advantage of proximity, share ideas easily, and maneuver the initiative through local shoals. On the other hand, a Steering Committee made of Ministry officials has the added value that Ministers command a large staff and with the cooperation of the Foreign Ministry can instruct their UN Missions to help.

Recommendation: This tool will only work if the members actually have authority from their Foreign Ministry. Any Mission or Ministry can do a lot of things without their Foreign Minister's approval, but UN practice dictates that a delegation cannot cite the full support of the government without the Foreign Ministry's agreement. Acting on their own, a contact might not have been aware of a condition only the Foreign Ministry knows about, and then the action might be stopped at the most embarrassing of moments. However, even if they do not have full authority, do not be shy about using such contacts. They can be very helpful. Just realize the boundaries.

Confusion is never a good thing, the need for accurate and clear reporting is crucial, especially when dealing with governments. Many reports indicate that in the Manila 2003 intergovernmental conference, the governments agreed to a text; yet even the Philippines Mission to the UN disagrees with that assessment. Another example is the early text of UDAR that was "proclaimed" at UNESCO; yet that agency's legal affairs office never heard of the Declaration. *Recommendation*: In the case of UDAR, before reporting that the document was proclaimed, organizers probably should have sent the statement to UNESCO for comment. A UNESCO public affairs officer might have worked with the organizers on a mutually agreeable statement, thus elevating UDAR's stature. Similarly, after the Manila UDAW conference passing a statement by the participating governments would have eliminated confusion and created an authoritative set of words which could be used for other NGO–government interactions.

Latin America is often cited as a bastion of support for UDAW, so I approached experts in Brazil and elsewhere to explore the level of government support when driven by NGOs. I also looked into support in the same context outside the region. Research indicates strong support for UDAW from the Brazilian Vet Council and Vet Councils from various Brazilian States; similar bodies in other countries and unions, such as the Small Animals Vet Association, have signed for support. Further reporting by Wikipedia in 2007 indicated that the World Organization for Animal Health (OIE) decided to support a UDAW as did the Commonwealth Veterinary Association (CVA) and the Federation of Veterinarians of Europe (FVE). In August 2008, the national veterinary associations of Chile, New Zealand, the UK, the Philippines, Thailand, and Colombia all gave public backing for a

UDAW, but this represented a significant change of terminology, and is a credit to the current staff of WSPA in that "support for a UDAW" is different from support for "the UDAW." In others words, there is support for a text containing a set of principles, understanding that the actual final text might be different in wording.

1.7.7 Doveryay, no proveryay*: Accuracy of Positions at the Vienna Café*

The real work of negotiation happens in face-to-face meetings or small groups outside the limelight of conference halls, away from the crowds. Of course, negotiations are often done directly in large groupings like the 1990 London preparatory meeting for the Montreal protocol when 95 heads of Delegation met in secret, without supporting staff. The London on Ozone set the stage for Montreal. But mostly deals are made in small negotiations, often in informal settings like a coffee table. Whereas formal negotiations in conference halls are orchestrated, this informality can lead to mistakes. Remember that when talking to an ambassador, indeed any diplomat, that this official symbolizes a country's sovereignty, the officer is the personal representative of the head of government. No matter how strong the personal relationship, everything said to this person is likely to be reported back to the ministry that handles foreign affairs. In other words, there is no such thing as an off-the-record conversation. While it can seem cynical, it also best to consider that what is said has a purpose – but not necessarily its stated purpose. That does not mean contacts are being dishonest, but a national diplomat's first objective is to serve his or her country, not the NGO. Keep even the friendliest gesture in context. The same goes for discussions with the representatives of other NGOs.

Sometimes the problem is miscommunication. In any emergency I have been in, I have usually received dozens of accounts on any one incident. It is often necessary to say things three or four times before the facts sink in. People are scared or stressed in a fast-moving and confusing environment. Generally, no two people will see the same incident the same way, and that is true for impartial witnesses as well as those with an agenda. It is the same phenomena when talking to fellow delegates in the hallway of the UN HQ in New York outside the Café Vienna on the bottom floor right down from the main conference rooms. The lunch break has started. The national delegates are grabbing a quick snack, perhaps a cigarette (even in these times), and an NGO delegate wants to know what happened to the language he proposed to advance humane slaughter projects in Asia. A national delegate in Second Committee was kind enough to introduce the NGO language and others said they were supportive. Things were going well until one national delegation opposed the motion for an obscure parliamentary reason, and then other delegates changed their mind. The animal welfare delegate needs to know why, and is in a hurry to formulate a strategy with his team before the afternoon session starts up. Unfortunately, six people have talked to him and they all have a different spin. Just this kind

of scenario happens hundreds of times a week in the Vienna Café. The truth is, most of the delegates do want to help, are very friendly, honest, and forthcoming, but the mind is selective. Just as a displaced person in Darfur running from a helicopter gunship might not know how fast the helicopter passed over his village at night or from where it came, not an easy thing for a professional to estimate, the mind of a busy delegate will hear selectively and remember less. To winnow the truth from accidental exaggerations and false analysis, a delegate needs to place himself in the shoes of the person being interviewed. How good is their command of the subject matter? How good are their language skills, especially if they did not put their translator headsets on? The animal delegate might speak English, but do the others really understand his meaning? Does a government have its own point of view that could color a colleagues' response? This is all about developing intelligence that can be used to make a decision to help animals.

Delegates sometimes "guess" in order to be helpful; they meant no harm but had a lapse in memory and did not want to disappoint or mislead when asked a specific question. This comes from a genuine desire to be helpful. Be prepared for a check. In one instance in 2009 I asked a very junior delegate from Central America a question about the G77, if the group was apt to support my idea. She said no, unless her Ambassador supported the notion, which she said she could arrange. I then mentioned that another Ambassador felt the idea would fly. She quickly said that the other government was not in the G77 and that I needed to follow her advice. The only problem was the other government actually was a very active member of the G77, which I verified moments later on my smart phone. She made a mistake, not borne of any desire to mislead. The delegate had simply "guessed" the truth in order to seem knowledgeable and essential. I then had to ask myself what else was in error about her statements. The reverse truism is true. Do not guess. If you do not know the answer, say that you will find out. We cannot know everything.

A version of this problem is "false friends," which one expert I consulted for this book regularly saw. Delegates may tell an NGO that they will agree with an issue, but then their country ends up voting a different way, perhaps in a secret ballot. Vote tallying is an important function of any delegation, even when decision making is by consensus; "you can be sure that some of your yes votes are not really yes. They are false friends."

Recommendation: Доверя́й, но проверя́й (*Doveryay, no proveryay*) *Trust but verify*.

1.7.8 What if a Government Has a Terrible Record?

Some governments have terrible human rights records, like North Korea, Myanmar, or Sudan and do not treat animals very well at all. North Korea imports giant rabbits from Germany for food and mistreats them before slaughter. Some "regimes" like Somaliland are not even recognized governments. Some governments are fine in all other respects, but have "other priorities" than the humane treatment of animals.

Dealing with such governments is one of the largest issues of the day. This is just part of the world of negotiation. We do not get to pick the other side. I have had to work with anti-Semites who challenged the holocaust, "soldiers" who might easily have been raping and pillaging the day before. Keep in mind that the negotiation is not about them. *It is about the animals*, and perhaps the people who depend on them for a living or for food. In other words, a delegate must park his dislikes, smile, shake their hand, drink their tea, and negotiate. I once had to work with a diplomat in leopard shoes. Keep the goal in front, not the other guy's idiosyncrasies, and many animals will be saved. If that means talking to diplomats from a country with an awful record, which is the price of success – so long as talking translates into a better world for animals. The humanitarian NGOs operate the same way. On the other hand, if an NGO tries to isolate a government, they will isolate the NGO, and that could hurt animals.

1.7.9 A Need for Common Operational Practices

Unlike the humanitarian community, the animal welfare community does not have a common set of operational standards. It seems at times that every NGO thinks it knows best. Though I had worked on emergencies prior to Rwanda in 1994, that crisis brought home the truth that disasters are increasingly complex, requiring work with both so-called pariah states and normal governments both in conflict, man-made, and natural disaster situations. Just look at the BP oil disaster of 2010 or the Bhopal crisis as examples of man-made emergencies that impacted on animals. Standards are essential for success.

In part due to changing ocean temperatures, extreme weather phenomena are on the increase. In addition, those who work on emergencies need diverse skills. Some focus on protecting historical monuments, libraries, art galleries, and other cultural icons, whereas others focus on job protection and food security, which is a bridge for animal welfare. In addition, the skill sets needed by animal welfare experts are diverse. Some need to deal with radioactive dust from old uranium mines on the Navajo Reservation (Davis 2004), others with oil spills. My proposal is that the NGOs (of whatever size or language base) who engage in conflicts or natural disasters should develop an agreed set of guiding principles and technical standards that are in conformity with the humanitarian SPHERE standards (Project 2010) (see Sect. 6.2). That will enable animal welfare, conservation, and humanitarian NGOs to more easily collaborate to mutual advantage, whether helping companion animals, livestock, or wildlife. Such standards should cover at a minimum (a) personal and animal security, (b) political neutrality, (c) Water Supply, Sanitation, and Hygiene Promotion, (d) Food security and proper nutrition, (e) Shelter and Herd management, and (f) Health and Physical Rehabilitation. If these standards are written with the understanding that there is a nexus between the welfare of animals and humans, collaboration will be easier. Indeed, humanitarians should be part of the design team. That way, they will gain acceptance.

1.7.10 Case Study: The Invasion of Gaza

Conflict situations are always a challenge in relief operations. Many studies have shown that livestock are at serious risk from landmines, aerial attacks, machine guns, etc. How then do we conduct an operation from the standpoint of Diplomacy?

In 2009, combat operations were under way in Gaza and reports came into many NGOs that livestock had been harmed. WSPA, a London-based NGO with an extensive international network, resolved to see if they could render assistance to the livestock. The problem was how to get permission to enter Gaza, especially since Israel had enacted an embargo on travel, except for proven humanitarian assistance. The proof also had to be provided to the Israeli government, in addition to the UN. WSPA decided to take a practical approach of paying for goods to be transferred through counterparts such as local NGOs. This proved to be a good example of how to work the problem through the UN. Local security personnel in Tel Aviv and Jerusalem were generally too busy to focus on assistance for livestock, although a local member society called *Let the Animals Live* and another NGO named *Palestine Wildlife Society* (*PWLS*) regularly pressed local Israeli security personnel. I was then the Director for UN Affairs for WSPA and had an Israeli Mission officer in my contact group, and fortunately the Israeli official decided he had enough time to listen to the proposals for assistance, especially WSPA's package of security protocols to prevent diversion of the aid to combatants. The diplomat, who also handled UN Security Council deliberations, took the topic on and engaged me in near daily discussions until finally permission was granted by the Ministry of Foreign Affairs for Israeli member society "Let the Animals Live" to pick up 47 boxes of emergency veterinary drugs and first aid equipment that the PWLS had purchased with WSPA funds and stored at the UN compound in Jerusalem for safekeeping. *Let the Animals Live* successfully delivered the aid to PWLS vets inside Gaza via a crossing point manned by the Israeli Defense Force (Russell 2009).

As for UN agencies, this was a mixed bag. The United Nations Relief and Works Agency (UNRWA) refused to deliver emergency aid for animals because the Israeli authorities were at that time only authorizing the UN to deliver emergency relief aid for humans. On the other hand, the FAO was a member of the UN Logistics Cluster Group (Sect. 6.3) and shared the UN compound in Jerusalem with UNRWA. Their veterinarians in Gaza and Jerusalem decided to help WSPA facilitate moving veterinary drugs and medicines in a UN shipment of aid into the Gaza Strip. This was due to a positive relationship that the NGO had developed with FAO in Myanmar during Cyclone Nargis when WSPA wrote their livestock recovery plan and provided technical advice on restocking. Still, nothing could happen without UNHCR permission (since they were the lead agency) or Israeli permission, since they were the national authority.

Conclusion: One reason this difficult effort worked was that everyone ignored their politics. While some of the NGO officials involved in the case were very frustrated with Israeli policies and procedures, instead of focusing on the politics,

we all focused on the client – *the livestock and companion animals at risk*, how not caring for them risked the spread of zoonotic diseases and could harm the long-term economic viability of the Gaza. That is what produced the result. It was clear from the outset that Israeli forces were very sensitive to any criticism, justified or not, and that criticisms would delay the provision of assistance. I also believe that having on staff a full-time professional diplomat well versed in UN protocol made a difference. My recommendation is not that all NGOs have such people on staff. That is too expensive, but I do think a coalition of conservation and animal welfare NGOs should consider hiring a single professional to represent them for both long-term and emergency negotiations.

1.7.11 Interdisciplinary Complexity

Modern animal protection delegations increasingly are going to find that negotiations are becoming complex in that different disciplines need to brought together to save animals; what might first appear to be "unrelated topics" often turn out to be interconnected with the principal issue of protecting animals. A negotiation, whether in a disaster or a conference will almost never be just about animals. The teams developing the Decision Memo and Position Papers need to understand and the Chief of Delegation must be able to place animal welfare negotiations in the larger context as discussions evolve, not constantly refer to HQ for guidance. In other words, decisions would not just be about the ethics of animal protection, even though that is what drives us. While we want governments to agree with our ethics, the important thing is actually changing the lives of animals on ground; the reason for governments and International Organizations getting involved is less important than that they make the changes. Moral fusion will come later.

How does the animal protection negotiation interact with other ongoing negotiations regarding the environment, jobs, and food? Changing consumption patterns is not directly about animal welfare per se; instead they are usually a central element of the struggle to reduce climate change. But that discussion does impact on the question of raising livestock in an intensive vs. extensive manner. Deforestation, desertification, and the availability of potable water are also all topics being discussed in nonanimal welfare negotiations, and what happens there will impact on animals and vice versa. Climate Change is a good example of one of the emerging complex negotiations which straddle many topics, does not have animal welfare at its core, and yet must be a priority for all animal protection NGOs. Climate change has an impact on all animals, from companion to wildlife to livestock because the climate dictates water and heat, which have a significant impact on life cycles. Animal protection NGOs must therefore interact with many of the international organizations in Chap. 6, IPCCC, CITES, UNFCCC, and UNEP. Climate change has already been a useful tool for animal protection. For example, when I was allowed to address the UN General Assembly on the intersection of climate,

animals, food security, and poverty, which has to count as a lobbying effort, or in December 2007, when I negotiated a statement on the protection of animals in the CoNgo final document for their 23rd general assembly, setting the stage for garnering humanitarian NGO support.

1.7.12 Case Study of Using an Interdisciplinary Approach: The Pig-Tailed Macaques

On March 3, 1993, my wife and I were special guests at a reception in the US Botanical Garden Conservatory in Washington, DC, to celebrate the twentieth anniversary of the signing of CITES. This came about because of an unlikely collaboration between conservation NGOs (who were the real heroes) and the US Government to rescue Pig-Tailed Macaques being smuggled out of Vietnam through Hong Kong. This is also good example of why it is important to work with governments, even agencies with no animal welfare function. Although a great many NGOs were eventually involved in the adventure, as well as a sympathetic Vietnamese vet and an Asian Princess, the lead was an American primatologist who received notice of the possibility of an American smuggling Pig-Tailed Macaques to the United States, though the route was unclear to him. Ordinarily, I would not have become involved, leaving this to the US Department of State's Oceans and Environmental Sciences Bureau (OES) and the US Fish and Wildlife Service. My office "did not do animals," but as the smuggling was supposedly from Vietnam, so this became a topic of interest since I was head of licensing related to transactions impacted by a range of economic sanctions. Using information from our sources and conservation NGOs, we quickly realized that an American was not only smuggling animals; but was in violation of the World War One era Trading with the Enemy Act (TWEA), a major felony that involved the US Departments of State and Treasury. Most of the government people involved did not become involved because of a love for animals or because protecting animals was part of their mission. The US Treasury was involved in order to prevent smuggling and breaches of long-standing economic sanctions. This was also the only reason my office agreed to be involved. But the OES staff and I were also personally excited that we had found a creative way of protecting animals, even ending terrible cruelty. The Macaques were destined to be medical experiments and according to US Fish and Wildlife Service, most of the Macaques would die on the way. But this investigation was also a low priority for US Treasury, so the Department of State had to manage the interagency investigation, with its OES Bureau taking the lead role. To make a long story short, working with animal protection NGO leaders, we came to realize that the Macaques were to be smuggled through the New Territories of Hong Kong, so we alerted the local police. Eventually, after something of a game of hide and seek, we figured out on what plane the primates would arrive and

arrested the smuggler in Miami. Many in the animal protection community feel government officials in offices that do not handle animals are too conservative to help or too busy. But if the animal protection NGOs involved in this case had held to that attitude, the Macaques never would have been rescued. The lesson here is to always look for common ground. The common ground was an old World War One era law used even today to limit imports into the United States from troubling governments. The law was never designed to help animals; but proved invaluable in protecting the Macaques. An interdisciplinary approach to protecting animals must be a weapon in our quiver.

Of course, there are many government agencies with some interest in animals that can be of help. As an example, during the Myanmar cyclone Nargis disaster in 2008, the US Department of Agriculture, working with strictly humanitarian agencies, developed satellite data-based maps of inundated areas of Myanmar. Done at the request of the animal protection community, the maps were invaluable as a tool to triage relief operations for cattle (Shean 2008).

1.8 Field Negotiations

1.8.1 Know the Other Side

Before flying off for any negotiation, obtain a biography on the people to be met, especially if they are in the field. This is not about unfair advantage. If an NGO negotiator understands the perspective of the opposite delegation's members, it will be easier placing the NGO's needs into a context relevant to the other side. If a biography cannot be acquired, read up on the culture. If there is time, cultural immersion programs like at Heifer-International will sensitize delegations to how locals will react to NGO's ideas.

In addition, acquire a full security profile. A dead or injured animal diplomat cannot negotiate a deal. In addition to speaking to his own government agencies, an excellent source of information on risks is the Aid Worker Security Database (AWSD), which can be accessed through the professional resources section of Reliefweb. This tool records "major incidents of violence against aid workers," with incident reports from 1997 through the present. Initiated in 2005, to date the AWSD remains the single most comprehensive global source of this data, providing a much-needed quantitative evidence base for analysis of the changing security environment for civilian aid operations. Statistics provided by the AWSD formed the basis of a major study released in September 2006 by the Humanitarian Policy Group, of the Overseas Development Institute and the Center on International Cooperation at New York University as well as briefing papers and data updates in 2006 and 2009 (Humanitarian Outcomes Project n.d.).

1.8.2 Keep It Simple

Unlike in a conference, field negotiations are usually not about committees and "word-smithing"[12] documents, perhaps no documents at all. Keep things simple.

1.8.3 NGO Coordination in the field

Donors send NGOs into the field to protect animals, not coordinate with other NGOs; yet coordination is essential, as WSPA discovered in 2010 in Haiti (and for which they were noted by CNN). Like any other important decision (see discussion on Decision Memos), this needs to be cleared with HQ and interested parties, especially appropriate UN clusters (Sect. 6.3). It will also involve time and funding, but the investment is worthwhile. NGOs in Port au Prince in 2010 could not have achieved success without coordination (Funai 2010). WSPA's success in Bangkok during NARGIS came the same way, hosting NGO meetings at its local HQ and attending meetings at other NGO venues. Though a voluntary process, it will reap significant rewards by sharing lessons learned, data on field conditions, and background on government leaders and rules.

1.8.4 Working with Governments and Friendly Military Forces

Some NGOs refuse to work with the military, fearing loss of political neutrality. While neutrality might not be an issue in a natural disaster, indeed necessary, it is always important to appear neutral. The focus is to provide assistance to animals, and perhaps those who depend on them, not take sides in disputes. In a conflicted environment, neutrality takes on an all important connotation because partiality will endanger everyone, including the animals.

1.8.5 Know Where You Are

There are guidelines for Civil Military operations which were designed by the UNOCHA, in cooperation with operational NGOs and relief agencies. A basic principle of civil–military cooperation is military and civil defense assets should

[12]Word-smithing is a common term referring to the tedious effort in most conferences of working and reworking document many times over as numerous delegations insist on specific words or phrases in order to protect a particular interest. This process can be very tiring, but is crucial since different cultures will have different ways of phrasing the same concept in the same language.

only be considered as a last resort, in response to a request and with the consent of the affected state, whom should bear none of the cost. Furthermore, they should be used in support of local emergency management and be need based, neutral, and impartial. Personnel assisting in such missions should be unarmed and in national uniform. The details of such guidelines are lengthy and were worked on over many years, thanks to the efforts of InterAction, the International Red Cross movement, and OCHA. The reader is recommended to contact those agencies for the latest thinking, keeping in mind that all interaction is predicated on the notion of neutrality. It is perfectly proper and sometimes necessary to collaborate with military forces or all sides, as well as rebels forces in order to provide assistance, so long as the NGO does not convey a political opinion on the conflict in question.

Derived from the United Nations principles of humanitarian assistance, when negotiating with the Military in a conflict, an animal protection NGO should make the following points, within a context that providing assistance to animals by its very nature empowers civilian populations to have enough food to eat and to protect their culture and way of life.

- *First*: Prevent and alleviate suffering; protect life and health (improve animal conditions); and to ensure respect for animals.
- *Second*: Be neutral and never takes sides in a hostility or controversy.
- *Third*: Deliver aid to all animals who are suffering in a way relevant to their actual needs. The State should also have the responsibility to ensure that aid is delivered in a similar manner.

1.8.6 Perspective

Every negotiation is important. We are trying to save animals; but field negotiations can seem tough because of the immediacy of the situation or because around the animal welfare team are people in terrible conditions who might not understand why animals are being protected when people are in harm's way. John Walsh, the father of modern animal rescue, had to face that every day in Kabul when protecting the zoo animals during the war.[13] When faced with those kinds of situations. It is important to remember not to appear to put animals first – to describe what is being done for animals as essential to human survival or local culture, some bridging argument. There will always be those who do not get it, but if the team is honest about the work and sensitive to the plight of others, that usually works.

[13]I highly recommend to anyone interested in the field of animal rescue that they read *Time Is Short and The Water Rises* by John Walsh, Field Officer, International Society for the Protection of Animals, NY: Dutton, 1967.

1.8.7 Bodyguards?

Using bodyguards depends on the situation and how it would impact on the negotiation. In Sudan, I was offered guards in the south for protection against rebels, but I refused as that would have made me a target and in the case of Charles Gerang, an important rebel leader, would have indicated a lack of trust. However, in Somaliland and Kenya, I was sometimes accompanied by a uniformed soldier with an AK-47 and other times, a plain-clothes ministry official, expert in defensive driving. Inevitably, if an NGO is going to do work in a conflict zone or even a massive disaster, this question comes up. For the most part, if the guard is a government official, this can be handy asset, particular at gates, but it can also identify the NGO with the government, and that can be unwise. The main point is not to assume an NGO does not do this. Think situationally, as discussed in Sect. 1.8. To examine the fisheries near Berbera requires armed protection due to robbers. Driving around the port and town only requires a civilian guard, perhaps only an effective facilitator. But do not wait until arriving to learn these facts. Learn them in advance.

1.8.8 Case Study: 2001 and the Kabul Zoo

One of the more interesting interactions I have had with animals in crisis occurred during the war in Afghanistan, and it is a good example of how animal welfare NGOs and zoos can interact with government officials to save animals, even when the main job of the government officials was managing a war and focusing on human care. It all took place in late 2001 (Cohn 2001; Hackney 2001). The Kabul Zoo had been reduced from 1,000 animals to about 40, due to acts of real barbarism by the Taliban, including in one case the maiming of a lion called Marjan with a hand grenade in retaliation for its having killed a relative who had taunted it (Talbot-Rosevear 1991; Jones 2005). Those reports made it to CNN and the BCC and caused a lot of American large cat rescue organizations to approach the US Department of State and various congressmen, asking to remove the lion and the primates. WSPA considered removing it in the 1990s when conditions in the country had begun to deteriorate and when the lion was in better heath, but the Mayor of the city would not allow it. By 2001, given Marjan's age and condition, that would have been a bad idea, causing undue stress; but the gesture by the Americans was well-meaning, even if misplaced.

In some cases, the offers to help were bizarre, in that they would have sent untrained relief workers into a war zone, possibly getting themselves killed and interfering with combat operations. One of the big cat rescue groups even put out a press release that the State Department intended to fly their team to Kabul to extract the lion. It was absurd and tainted the atmosphere, making it harder to find support in the Department (Ballentine 2001). Many in the Department were also disposed to

help, in part because as USDA regularly pointed out, an intervention would reduce zoonosis, a point emphasized by members of our team a few years later when discussing this incident at the UN's World Conference on Disaster Reduction in Kobe, Japan,[14] (Wadleigh 2004). USAID, the Embassy, and reports from a variety of correspondents also made us well aware of the cultural value of the Zoo.

A few officers in our OES and I considered sending our own expert team to Kabul and even consulted with the US Army veterinary service, but we were also heavily involved in dealing with two fronts, Iraq and Afghanistan. For example, in Iraq, there was fear that the Reza, Mosul, and Haitha Dams were going to blown up by Saddam Hussein supporters, releasing over 46 billion cubic meters of water, devastating the swamps of southern Iraq, their people (who did not support Hussein) as well as wildlife and livestock. What we needed in Kabul was the intervention of private professionals who would not get themselves killed.

At the time, I was serving as the Policy Adviser on Disaster Management in the Bureau of International Organization Affairs in the US Department of State. A federation of zoos led by David Jones of the North Carolina Zoo and Jane Ballentine, then of the Association of Zoos and Aquariums (AZA), approached me in November, 2001. We talked to the London and Cologne Zoos (the latter had built the Kabul Zoo) and agreed to render assistance to this private initiative. OES gathered guidance on feed and medical care for the Lion and made general recommendations for many of the other animals thought still alive. Some of those recommendations were coordinated with the Bronx Zoo and the Wildlife Conservation Society (Direnfeld 2001). Working with the British and American militaries, especially US Army veterinarians in Afghanistan, we looked to ensure logistical support on the ground and an evacuation plan, should the private teams come under fire. The rationale we used with senior management then evolved into an official US government public message that we saw the private effort as an emergency humane gesture during a war. We were also determined to fend off calls to evacuate the animals without a professional assessment, because our best scientific advice was to treat the animal in situ. And since the Zoo was a part of Kabul's culture, taking the animals out might seem a political insult to local civil society. We framed the argument as part of the multilateral effort to return Afghanistan to normalcy. The Kabul Zoo had been seen throughout years of conflict by many in the city as the one safe place families could visit. In the position of the US government, "maintaining and enhancing that environment was important" (US-Department-of-State-Press-Guidance 2001). We also saw the private initiative as achievable without diminishing humanitarian relief efforts. About the same time, thanks to direct interventions

[14]E-mail from Richard Wadleigh, National American Liaison to APHIS/ISDA. "Risks for animal diseases are high in many situations and do need to be considered, certainly not at the expense of human diseases but they are and can be important both in their own context and the human as we are witnessing in Haiti right now. I would not de-emphasize the human at all but having a statement to have animal issues addressed is a good start because many people focus only on the human and lose out on the other."

by Mrs. Mary Talbot Roosevear, head of the British Zoological and Aquarium Society, and Tony Blair, the British Prime Minister, went on record as supporting saving the animals. By December 20, we had been notified by the British Embassy in Washington that the RAF and CENTCOM would support rescue operations.

The real field hero was John Walsh of WSPA, who ran the Zoo for a time, regenerating electricity and finding food for the animals and personally tending to Marjan. The other was David Jones, Director of the North Carolina Zoo and former Director of the London Zoo. He had also been Director of the Brooke Hospital in London, a major animal welfare charity in Pakistan. He formed the team of vets, led by Dr. Argandewal out of Cologne. John did not have any trouble entering via Pakistan (Walsh 2010), but there was concern his and David's group needed formal permission in case things declined politically. We did that and David obtained over $220,000 in private contributions for the Kabul Zoo and for WSPA to use, as well as many offers of equipment, even Purina Monkey Chow. What impressed me most though was David's calm demeanor. A lot of people wanted to do a lot of things, not all of them practical. David was able to sift through all of that, which was something John also had to contend with in Kabul. This was enormously helpful to us in the Department of State where the larger conflict was being looked at. David and his consortium were really great. John is of course legendary in the annals of animal rescue and received financial support with the assistance of reporters with the *Mail on Sunday* and specifically treated Marjan himself (Ballentine 2010).

Conclusions:

- Be careful when lobbying government officials that the NGOs being supported will be professional. Some of the NGOs involved did handle themselves in a highly unprofessional manner, which endangered the whole project. Others were very professional.
- Due to problems with the activities of some NGOs, without the assistance of the US Department of State, despite the high reputations of AZA, John Walsh of WSPA and Mr. Jones of the North Carolina Zoo might have been prevented from entering the war zone. Permission was granted by the allied armies, in particular that of the United States and Great Britain, and if it had not been, that would have placed the participating NGOs in harm's way more than required. By engaging the US Department of State early on, a humanitarian agency, and answering all of the many questions posed, NGOs like WSPA were able to develop a case for approval.

1.8.9 Negotiations as a Matter of Safety

Perfect security is unattainable even for heads of state or government, so every NGO should have its own security protocols, something that dictates how to operate in an emergency and even whether to operate in a particular kind of crisis, e.g., an oil spill, nuclear accident, earthquake, or a nation in conflict. They need to be in

harmony with the UN Minimum Operating Security Standards (MOSS) and SPHERE. If the plan is to operate in a crisis, the first bit of diplomacy is not even about the substance at all, but how to enter and how to stay safe. In the case of the Kabul Zoo crisis, a major NGO alliance approached the US government for assistance in developing a security profile. Any NGO which plans to operate in a conflicted environment should certainly have on retainer a security firm for advice.

If an NGO is lucky enough to work with the UN in a crisis, then it is covered by the UN Security System, which is designed by UNSECOORD in New York. The idea is to provide a coherent security profile for each area the UN and its implementing partners might work, and in each country is a Security Management Team (SMT), with whom it is wise to coordinate. They will have the latest information on what is safe to do and with whom. They will also have advice on how to approach specific individuals. There are then a lot of dos and don'ts which anyone who has worked in a crisis is well aware of, camp security (whether guards or fences are needed), field security (movement plan and travel authorizations), cash security (carry only what is needed), crowd security, mine awareness, decisions on protective gear, and other factors.

In some cases, a security protocol will be required to face terrorists or kidnappers, as might be the case in Puntland (أرض البنط), a self-declared independent republic in the northeastern region of Somalia. It declared itself independent in 1998; however, no other nation recognizes it. Puntland is also a focal point for pirates who attack along the coast of Africa, as far south as the Seychelles. In many regions of the world in fact, both diplomacy and a practical security package will be require to convince a rebel chieftain that a veterinary team cannot perform medical assistance to humans and that the team needs access to local farms. Keep in mind that negotiating with rebels or even governments in a war zone is always risky, which is why security profiles exist, but many of the rules are the same as anywhere. Dress accordingly (which does not mean one has to dress like the local population) and exercise calmness and honesty. The negotiator should explain why the work is of added value to the local community, and that the negotiator's NGO is politically neutral. Let the people with guns do most of the talking, but the negotiator must not be afraid to state his or her case. Follow all of the normal rules. The irony is that if the other side is willing to talk, the negotiator will probably be ok – with certain exceptions. Just keep in the mind that the other side will be as nervous about the NGO as the NGO is about them.

1.9 Situational Awareness as a Donor and Policy Tool

When disasters strike or the call goes out from the public for new laws to protect animals, donors want to move in, but it is not always easy to know which NGO is the best fit for a task. The immediacy of any crises, especially a major emergency, also stimulates NGO instincts to leap to the rescue, but if black bears are the species

most at risk, does it make sense to send relief workers who focus on wolves? Even if the NGO knows the species, other factors might prohibit work, perhaps infectious diseases like Ebola or a fast-moving war? Perhaps local terrorist groups are targeting relief workers. Animal protection NGOs regularly work in all of these stressful situations, but not every NGO can do everything. An NGO might have all the skills needed, have to make a strategic decision not to work in a specific region, or like ASPCA, have little interest in international affairs. There are always limitations; therefore, before a donor gives money or an NGO negotiates an agreement to enter a territory, or perhaps creates an alliance to negotiate something, it is best to ask some hard questions that define what is called "operational space." The questions defined later in this chapter can help any NGO self-define its own "operational space" in a database, allowing donors to find the right NGO for an emergency or to negotiate a Declaration. More than that, if the database is for all to use, it allows NGOs and Donors to push outside their immediate cadre of regular contacts (Fig. 1.5).

Before committing resources, know in advance (a) when it is always appropriate to proceed, (b) when proceeding is questionable, and (c) when proceeding is never appropriate. The answers to these questions are often found in the assessment reports on ReliefWeb or in the Consolidated Appeals system mentioned in Sect. 2.7, or through contact with organizations "on the ground," meaning both local organizations and external NGOs already operating in the country. However, no one question will suffice. While an NGO might find that it can handle a species, perhaps it cannot help because of some other limiting factor that was not immediately apparent, so I am proposing that a set of overlapping questions be set up, any one of which might remove an NGO from consideration in a specific negotiation or crisis or as a negotiating partner. The process of collecting and reviewing answers is called "data fusion" or "knowledge management." What are provided here are sample classes of questions. NGOs may wish to choose others. The point is to have a system that can be quantified and placed in a database or charts easily accessible to donors and potential allies. The advantage of a dedicated animal protection office, known in Sect. 1.10 as the IAPC, doing this would be that the questions would use a standard terminology.

Data fusion (Fig. 1.5) can provide total situational awareness for both the NGO and donors. The lesson is not to limit the questions but to encourage NGOs to ask the right questions in advance of making decisions, only some of which are defined here. A database showing what different NGOs are willing or not to do and under what circumstances could be very helpful to donors needing to quickly find the right NGOs for the right work. An NGO will also be able to more easily explain to donors why they should be involved or even why it is better to pass. Similarly, data fusion can help select appropriate allies for an operation or negotiation.

The first question could be, *which countries* can the NGO will operate in, even if all other limiting factors are acceptable. For example, does an NGO only operate in a region or perhaps only in developing countries, the "never countries" might be in "developed economies." So even if there is an animal welfare need in developed economy X, this NGO does not work there. Questionable countries could be those

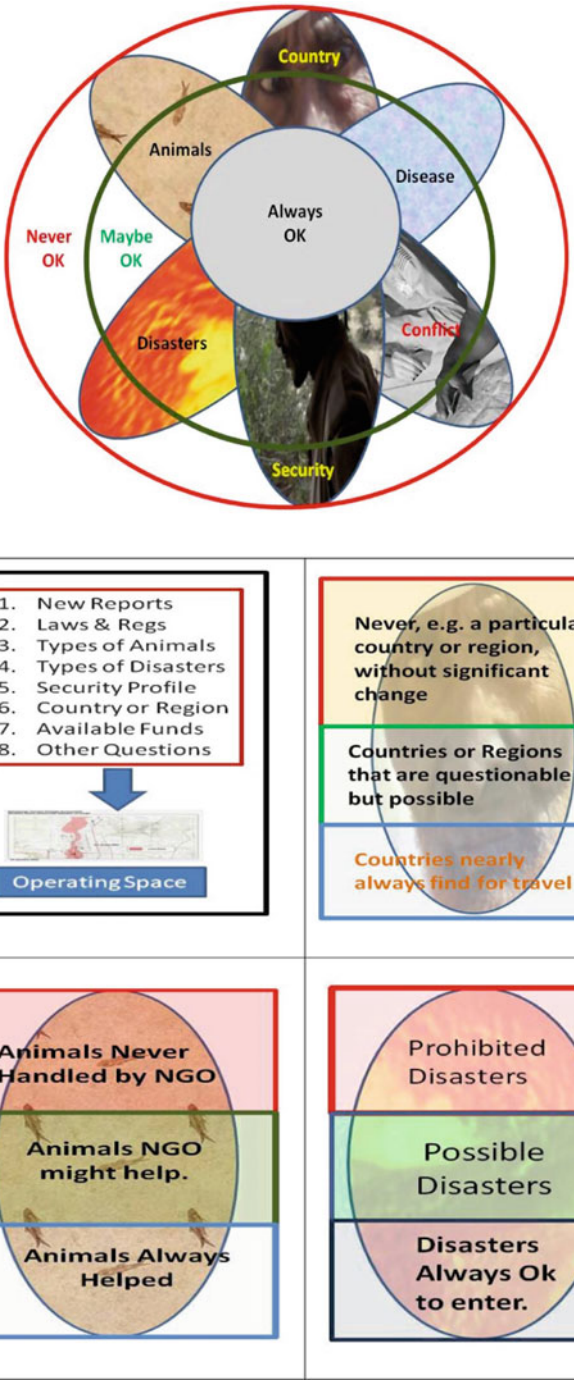


Fig. 1.5 Data Fusion © 2010 Larry Roeder

requiring further information, perhaps due to the willingness of the government to cooperate, some subset of the developing world. That leaves the rest of the developing world as "operating space," where, except for the "nevers," the NGO is always willing to operate.

The next obvious question would be to remove situations involving animals not covered by the NGO. An NGO specializing in marine mammals like whales would hardly be expected to help rescue land mammals, so those creatures and others would be in never box. On the other hand, some such NGOs might be willing to help specific marine species that are not mammals. Those would be in the might box. The "always help" covers animals the NGO is always willing to help (Operating Space) unless some other question removes them. An example might be a decision not to rescue whales if the operation takes place in the middle of an armed conflict.

Another question could focus on types of disasters handled by the NGO. This is about resources and expertise. If the NGO has no experience or equipment to handle nuclear spills that would be in the "prohibited disaster" box, whereas a more experienced NGO might fall in one of the other two boxes. It might be willing to handle all other disasters (the always ok box or operating space), with the exception of oil spills except when partnering with a federal agencies, putting those crises in the possible category.

1.9.1 Case Study Involving Situational Awareness: Working with a "Pariah State"

The first hurdle when considering working with a government with a terrible animal welfare or humanitarian record is philosophical. Is it ever ethical to work with a government with such a record or are there times when doing so overrides normal practice? Even if ethical, is appropriate for all NGOs to do so, even when the goals are to elevate the protection of animals? Using the situational awareness tool may help.

Sudan has a very long record of human rights abuses. The government has also been accused of genocide for its practices in Darfur. In addition, in early 2009, the President of Sudan was indicted by the ICC for crimes against humanity. Further, Khartoum sent most of the humanitarian NGOs out of its country for a time, as retribution. So why would any animal welfare or conservation NGO want to work with Sudan? One New York-based NGO even felt it was unethical to do so while a European NGO disagreed. Which was right? Was either wrong?

In our case study, a highly regarded American NGO was upset with an equally highly regarded European animal welfare NGO. Both were partners advancing an initiative through the UN system, but their daily operational space was different. The American NGO did not work overseas very much, whereas the work of the European NGO was mostly in the "developing world." The Europeans also did not

work in the United States and felt that for the initiative in question to work, the support of Sudan was essential because it chaired the G77 that year and the focus of the initiative was animals in countries in the developing world. Unfortunately, in response to statements by Sudan on the treatment of humanitarian relief workers, the American NGO felt it could no longer be a part of the initiative so long the European NGO continued to work with Sudan. They proposed delaying a year until a different government chaired the G77. Justification for their position was based on remarks by Sudanese UN Ambassador Abdelmahmood Abdelhaleem about the indictment of his President by the ICC. The Ambassador said

> Any arrest warrant is a matter of "giving birth to a dead rat that is smelling and is of no use at all. Sudan will respond (to the indictment) through legal, political and other means. The limit is the sky in our retaliation. The images of horrors that prevail in the West (of Darfur) are a fabrication. We don't think there's a humanitarian crisis in Darfur." Using a line from Macbeth in talking about the indictment, he then said "All perfumes of Arabia will not clean this dirt. For us the ICC doesn't exist and we are in no way going to cooperate with it." (Besheer 2009)

It is worth remembering that Sudan did chair the G77 in New York that year. The G77 is also the largest coalition of nations in the United Nations and manages, even drafts most of the larger UN resolutions. The initiative in question was to insert language endorsing animal welfare into a UN resolution related to sustainable development, setting the stage for UN cooperation on a number of fronts, including disaster management. Since Sudan chaired the G77, if the team ignored the chair, that would have been considered a political affront and the Chair could easily have scuttled the initiative. Therefore, the Europeans felt they could not wait a full year to push the initiative. In addition, no one knew who the chair would be the following year, perhaps a nation totally unsympathetic to animal welfare. As it turns out, because of the personal interest in livestock by the Deputy Chief of Mission of Sudan, and perhaps because the Sudanese mission wanted to divert attention away from their troubles, the Mission was very helpful, even to the point of summoning a full meeting of the G77 on Animal Welfare. In addition, important members of the G77, especially Brazil, the Seychelles, Nicaragua, and Chile, all argued in favor of the initiative.

The European NGO felt it had to work with Sudan in its capacity as head of the G77 in order to prevent administrative and political hurdles from inhibiting the advance of their initiative. Unfortunately, in retaliation for the indictment on President al-Bashir, he expelled ten humanitarian organizations from Darfur, thus closing the door on aid beleaguered millions of people and even more animals. Hence, the Americans argued, the well-intentioned European objective of maintaining a dialog with Sudan to help the animals was unlikely to bear fruit. In addition, the American NGO felt its membership and the public at large in the United States would not accept the premise that the initiative was part of a nuanced relationship which through a delicate strategy could measurably advance animal welfare. Instead, the perception was that the effort would more likely to be that the European NGO was giving international credibility to a "pariah state."

It is worth noting that the European NGO worked hard to entice Sudan to help in an area where it ordinarily felt no inclination to assist. As a result, animal welfare was brought to the attention of over 100 Ambassadors and senior diplomats. That is a serious plus in the UN system because it set a precedent for onward cooperation well beyond 2009. The British NGOs position was also in keeping with the position of humanitarian NGOs who worked in Sudan on human rights, development, the internally displaced[15] (UN 2008) and refugees[16] (Parties 1951). Despite the difficulties, humanitarian NGOs felt that the citizens of Sudan did not ask for the government's abuse and could not be abandoned. The European NGO felt the same way toward animals. On the other hand, the American NGO was quite right to worry that its membership, perhaps less experienced in working with "pariah states," would be horrified by the collaboration and might pull funding NGO, which could cripple the American NGO's core programs.

Conclusion: Both NGOs took principled, professional positions in the context of their relative missions. I have left the names of the NGOs involved in this case study private because the point is not that either's policy was correct or incorrect, but rather that such a political problem could occur at any time as partners do not fully study each other's goals and philosophies prior to partnering. Just because two NGOs love animals and exercise common operational standards does not mean they will be perfect partners in every instance. The gentle confrontation between the two NGOs came at a critical juncture in an initiative, which could have been avoided with more preinitiative preparation. One animal welfare executive from Latin America and a former diplomat I consulted on this point in 2010 lamented that infighting within the animal NGO world is really the most detrimental factor in not joining together on wide issues such as the one described above. One way to avoid conduct such research is to use the situational awareness tool in advance.

[15]According to UNHCR, there are approximately 10.6 million refugees in the world today and approximately 25.8 million internally displaced people worldwide (600,000 were displaced after Hurricane Katrina, 2005). Eighty percent of the internally displaced people are women and children. Forty-four percent of refugees and internally displaced people are under the age of 18. Six percent of refugees and internally displaced people are 60 years of age or older. In addition, there is not a universal definition for an IDP as there is for a refugee. IDPs remain in their country of origin, unlike a refugee who crosses a national border to seek safety. IDPs are forced to leave their home due to natural disasters and/or man-made disasters, but have not crossed international territories. IDPs may be trapped in an ongoing internal conflict without a safe place to stay. IDPs remain under the provision of the government of the country in which they reside as there are no specific international instruments pertaining to the protection of the internally displaced.

[16]In this book, a refugee is someone with a "well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, *is outside the country of his nationality* and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it."

1.10 IAPC: Uniting the Orchestra

Animal protection is looked at in different ways by different NGOs, though perhaps the most scientific is found in the *Animal Welfare: Global Issues, Trends and Challenges* (Bayvel 2005), but there are other viewpoints, like that of the World Organization for Animal Health (OIE) and IFAP. The following is one definition offered by the World Veterinary Association from 1998 that likely few NGOs would agree with today. "Animal Health is an expression of Animal Welfare. The Veterinary Profession is the one providing health to animals, therefore, is the only one that authoritatively can speak about Animal Welfare" Apostolos Rantslos. President. World Veterinary Association, September 7, 1998 (Estol 2008).

Just as there are different definitions of work many NGOs receive their information from different sources, especially information on emergencies and best practices to reduce risks. The UN Department of Public Information and ECOSOC do have information sharing structures and there is the FAO gateway, but no unified system lies across the many multilateral platforms, connecting what happens in the FAO in Rome with what goes on in the OAS in Washington or the UNEP in Nairobi, with the UNHCR in Geneva, with the UN in New York. Perhaps even more importantly, there are thousands of small NGOs trying to protect animals that cannot afford the staff or time to research everything that is going on or partner with multilateral bodies like UN agencies? They have ideas which could be used to save animals, but their ability to share those ideas and convince others to follow is limited. Training in diplomacy is limited. Is there a way to level the playing field for all NGOs? I would like to recommend setting up a new kind of NGO for animal protection in New York called the IAPC (International Animal Protection Center). In essence, this new kind of NGO is designed to provide office space and logistical support to animal protection bodies anywhere in the world in all of the UN languages, and to be a tool for identifying funding sources. Rather than have its own narrow policy agenda, beyond the protection of animals, the IAPC's mission would be to help all animal protection NGOs and keep any animal protection NGO of any size informed of developments in the multilateral community (in and out of the UN) that could impact animals, represent them where they cannot attend a meeting, and find funds to help income-challenged NGOs in particular attend distant meetings. It would also train the community in the niceties of Multilateral Diplomacy. In other words, unlike other NGOs with a specific mandate to advance a particular project, a declaration or the protection of a species, end a form of cruelty, etc. the IAPC would have as its mandate to provide professional support to everyone, without disadvantaging anyone.

The IAPC could serve as a source of independent policy analysis and advice for all animal protection NGOs across the political spectrum, present a strategic view of global trends, and then frame *private recommendations* for senior staff in the NGOs in order to further the interests of our community as a whole, as well as specific interests like protecting whales, wildlife in general, livestock, companion animals, whatever. We already have a plethora of NGOs with particular mandates

and the IAPC should not replace them, nor compete. To the contrary, its job should be to provide expertise and counsel to advance the industry as a whole. By looking at how issues are evolving throughout the international humanitarian and development community, it could anticipate the emerging form of future problems and opportunities for protecting animals, as well as their potential for impacting animals, and in that context privately propose practical reappraisals of individual NGO policies that may have gained their own momentum but might need adjustment in order to reach fruition. In addition, since not all NGOs can afford to attend multilateral forums, it could represent them. For those who can attend, it can augment their efforts with advice and administrative support. I also suggest that the IAPC could keep an eye out for funding opportunities through the multilateral system far more effectively than could any one particular advocacy or operational animal protection NGO.

The following eight areas of work would be appropriate for the IAPC:

1. *Special Projects and Negotiations*: NGOs or groups could ask the IAPC to take on special negotiations or even coordinate the way in which certain policies are formulated at the UN and other International Organizations. In this sense, the IAPC acts as a liaison between individual NGOs, coalitions, and International Organizations – providing our community cost-effective added value.

   Modeled after ReliefWeb.int, a special project could be a website showing region by region, country by country, where animal protection issues exist and who is working on what. If a natural disaster takes place, the website could provide maps of impacted areas with overlays showing risks to animals, reports of rescues, and deaths/injuries, and give animal protection NGOs direct access to humanitarian NGO data on washed-out roads and other temporal operational data. The site does not have to be limited to disasters and conflicts of course. The same tools would help NGOs integrate their data into the overall development picture, which could then be used to raise funds. No site like this exists today.

   Integrated in such a tool should be incident reporting mechanisms that standardize animal patient information, its collection, protection, and analysis. These data should also integrate companion animal, wildlife, and livestock community data so that patterns are discerned. After all, impacts on one species often impact others. I had also integrate the information with human reportage, especially databases like the Famine Early Warning System (FEWS) and disaster epidemiology studies of Center for Research on the Epidemiology of Disasters (CRED) in Belgium. One interesting project now being developed is run by the Wildlife Center of Virginia under Dr. Dave McRuer, Chief Veterinary Officer, but while it will dramatically professionalize wildlife patient reporting, there is no integration with other species. Further, while a GPS system will show where animals were found, it does not inform as to geographic conditions, e.g., are roads washed out, is water potable, or are there indicators of high winds or high water damage, as shown on standard UN disaster reporting forms.
2. *Analysis*: Be an independent agency of experts that undertakes research or gives advice to the animal protection community in the context of how to effectively

use the UN and similar bodies. It can undertake broad analytical studies of issues, identify gaps in policy, and propose ways to fill those gaps. One way to think of it as a private "second opinion" on policy matters – providing private recommendations and alternative courses of action.

3. *Training and Best Diplomatic Practices*: Be a training center in modern diplomatic practice. Look at diplomacy as a hard science and develop new approaches to advance the protection of animals that can be used by the entire community, from shelters with nearly invisible budgets to major international NGOs with access to significant funds.
4. *Funding Opportunities*: Troll the international donor community for funding opportunities to place on a single database for use by all animal protection NGOs and develop fresh arguments to gain that funding. See Chap. 2 on funding. An IAPC or something similar representing the industry as a whole instead of its own interests could be a powerful tool for finding funds and marshaling resources for many NGOs, essentially changing the current paradigm.
5. *Bridging Discussions*: Sponsor dialogs with groups of UN member states and International Organizations at the senior staff level on issues of concern to the NGO community in order to raise exposure, and build understanding between the humanitarian, development, and animal protection communities. Many of these discussions will be in New York, Geneva, or Rome, but the underrepresentation by local and regional NGOs stems in part from the fact that intergovernmental decision-making meetings and conferences tend not to be in the developing world. The IAPC could also arrange for such meetings "in the field" in order to bring humanitarian and development policy makers closer to the issues, so that they can more fully appreciate the problems, inherent interconnectivity of our interests and their own.
6. *Administrative Support*: Distribute literature for NGOs which cannot attend meetings, provide ground passes and other administrative support to visiting NGOS, arrange for housing, and facilitate visas. The IAPC can also smooth out the fragmented accrediting system. ECOSOC, DPI, UNESCO, FAO, and every organization, meeting, and conference has its own entry badge or ID system, equally so with intergovernmental bodies outside the UN like the OAS. So it is entirely possible that two animal protection NGOs from different parts of the world could be accredited to different bodies and not know of each other's work, even if they share similar concepts. A shelter on a Native American reservation is highly unlikely to attend UN meetings, even if they could afford to go, how would they know relevant meetings were being held?
7. *Policy Articulation*: Privately help NGOs draft their own statements, a service for press releases or when an NGO wants to convince governments to support a "resolution text," – especially for NGOs far from the UN.
8. *Press Pool*: The IAPC could manage a "press pool" of accredited reporters and camera crews that could be deployed quickly and help any animal protection NGO. An operational NGO with its own private mandate could not do that (see Chap. 5: The Media).

1.10.1 Can One NGO, Even the IAPC, Advocate for All?

One organization, even very skilled, cannot replace all of the other NGOs. Even if possible, that would stifle the industry's thought process. Variety is essential, so the IAPC is not proposed to replace anyone. Instead, it is to be an effective enabler for everyone to help bring their ideas to the common table for presentation in a professional and effective manner. A government's envoy to the UN does not necessarily agree with his government's point of view, nor a Secretary General with the views of his member states once collectively agreed upon, but both will help their clients develop their positions and once decisions are made, advance them in a positive manner. That is the vision of the IAPC, to support – never undercut animal protection NGOs.

The IAPC could also be uniquely capable of facilitating coordination between NGOs in development and emergency environments, much like the UNOCHA does for the humanitarian NGOs. In addition, it could assist in negotiating agreements, especially for NGOs that cannot travel to UN venues, and locate funding and donors. Donors actually look for shared advocacy even when the implementing partners have different skill sets. Humanitarian donors do it to serve more people, and in our case, more animals could receive more effective assistance. I am not proposing that the IAPC do all field negotiations of course; it could send advisors to facilitate field coordination; but more likely since there are so many such operations going on at any one time, it will be best if the NGOs themselves coordinate in the field, keeping the IAPC informed that so it can help them through collaboration with the UN Cluster system (see Sect. 6.3).

Unlike a typical animal protection NGO with a specific agenda, the IACP could also be a facilitator for fresh thinking, an enabling agent, in other words. Each element of the umbrella, shelters in Antigua-Barbuda, lobbyist NGOs in Paris, conservationists in Kenya, and rescue bodies on the high seas will know they have a tool at UN HQ they can trust, which will give them professional advice for meetings in any location, and if they need it, advocate for them in policy making chambers of the international community, but they also retain the right to do their own lobbying. *No autonomy is lost*.

Precedent: The idea of the IAPC has precedent in the Humanitarian community where InterAction in Washington, International Committee of Voluntary Agencies (ICVA) in Geneva and CoNgo in New York and Geneva represent their members in the UN, when asked. Currently no animal protection NGO does that as a general rule. Some do have loose systems of "member societies" and even brag about the size of membership, but the home NGO usually does not have the authority to represent those members and thus the UN does not consider such systems as true federations. However, a IAPC could significantly change the landscape for animal protection if it had a staff dedicated to the protection of animals and was also experienced in Multilateral Diplomacy.

1.10.2 Break from the North South Terminology

The terms *North* and *South* are often used, because of familiarity; but when it comes to negotiations, the concept of "North–South" is increasingly understood as pejorative, creating an assumption that North is better than South. We must begin to think of local and regional NGOs as clients and partners, not in negative geographic ways. Forget whether an NGO has a staff of 5 or 500. Focus on its service, professionalism, and knowledge. By following that rubric, the IAPC in particular can redefine the relationship of all animal protection NGOs around the world and build strong, broad bridges to funding and policy change opportunities, the like of which we have never seen. This north–south issue is pervasive in relief literature and if we do not create something like the IAPC, our rules, declarations, and charters will largely be Western, and implementation not necessarily the most effective.

There is already a rich set of often contrasting ideas in the animal protection community, in part because we are conservation, animal welfare or animal rights, or some mix of the three. On the other hand, the IAPC would not have to hampered by those distinctions, and thus could harness the differences through consensus policies developed to help animals. But one particular problem can impede things, the geographic and wealth disparity in the representation of animal protection NGOs at UN meetings, with the vast majority coming from wealthy North America, Australia, and Europe. The same phenomena holds true in the humanitarian world. NGOs from "the North" have more money, and their staff are often better trained in the complexities of multilateral policy making and implementation. And northern NGOs do fantastic work, as is the case of Heifer International in the Philippines which works with the Batay Community in remote Paracelis on livestock and livelihood protection (Heifer International (2010)). Another example is Endangered Species International (ESI) which is fostering research and conservation activities to preserve endemic freshwater fish in partnership with local fishermen in southern India (ESI 2010). Still, there are many southern NGOs that we rarely hear from. This disparity in participation translates into a disproportionate level of influence in the "north" and diminishes the effectiveness of our intellectual treasury. Since "southern NGOs" are not involved enough in developing concepts driven by "northern economies," they often do not have a commitment to achieving a shared goal. Therefore, why should they follow our advice? The rationale has to be about more than funding them.

The "north" does not have all the answers; yet one senior official from an influential European NGO told me he could not take seriously anything a Sudanese NGO suggested because anyone who survived in Sudan "had to be tainted by the government." Others said that while setting up an operational alliance, all that they really wanted for alliance members were large NGOs with money, which again meant "northern economy" NGOs, the argument being that while the myriad of shelters around the world provided a service, their narrowness of focus, limited financial resources, and lack of training in emergency management or development

made it inappropriate to engage them in large operations, even in their own region, unless they had a subordinate role. Those attitudes are unfortunate and antiquated. Engaging such NGOs provides fresh thinking for animal protection, "cultural intelligence," essential in negotiations.

I have met donors who primarily focus on linked to royalty, retired politicians, or those with wealth. Ignoring the "south" will inevitably retard the intellectual quality of our dialog. It is simply the wrong thing to do. The small but relevant NGOs often sit in the remote villages of Brazil and Africa and elsewhere where animals are often at great risk, and should stand as equals in New York and elsewhere with the major NGOs. After all, what we develop in the UN, the World Bank, or with the IFRC and other bodies will directly impact on the "least influential among us." But that would not happen if we do not help them. An IAPC could do that. In fairness, the staff of a shelter in the Democratic Republic of the Congo (DRC) or on the border of Ethiopia in Somaliland is less likely to be able to travel to meetings in Europe or NY than a shelter from Copenhagen or Little Rock, Arkansas. I propose that a special project of the IAPC must be to pull into the conversation even the smallest NGO from the remotest part of the planet. It may prove to be too expensive to pay for all of them to attend meetings in New York or Europe or even Nairobi, but their ideas must be brought forward, training offered, and the IAPC should advocate for multilateral meetings to be held in their regions.

1.10.3 Annual Reports

Sometimes NGOs find that different parts of their organization are working with different parts of the UN or some other international organization, or perhaps the Red Cross without anyone else in the NGO being fully aware. The justification is usually that each program has its own purpose, so full communication is not needed. That concept avoids synergies and cost savings, and it can make coordination of negotiation positions much harder. One office in an agency might help more than one program, and one person from the NGO might be able to represent the NGO to more than one office in the UN agency. A good example is the UNESCO, a specialized agency of the United Nations that was established in 1945 and headquartered in Paris. UNESCO's many offices have supported animal welfare, conservation, and disaster management. In an effort to end bullfighting, there is even talk about using UNESCO to challenge the use of "cultural protection" as a tool to protect bullfighting through the *Intangible Cultural Heritage Treaty*, though, because that convention aims to protect traditional values, it might not be the right platform for such an initiative. The point here is that this one agency has the potential for impacting on many parts of an NGOs interests. But there are many multilateral agencies. How to track all of that? Perhaps an "Annual International Organization Report will help."

1.10.4 Annual International Organization Report

One approach to this problem is to replicate the very useful *The State of the Animals* series by HSUS, but though definitely very helpful, my proposal is to go much further. Some major powers who engage the UN produce an annual report that outlines their work. The IAPC could develop a similar annual survey of NGO participation in the UN, its agencies, the Red Cross, and other international bodies. Of course, to cover everything all NGOs did in such a document would be impossible. Instead, projects and achievements during the year would be summarized, reducing the document size, cost, and workload. Any NGO should have a similar internal report for its staff, but this IAPC report would help the entire community as well as suggest opportunities for new avenues of work and funding. It could help the general community avoid duplications and assist constructing meaningful alliances and donor opportunities. Such a document could also offer a sound historical record, helping future generations of animal welfare diplomats and historians understand precedence and best practices. It could also review how negotiations were handled and recommend tactics.

1.10.5 Annual Voting/Consensus Practice Guide

International Organizations do not usually vote on most issues. They use consensus, partly to minimize divisiveness; though just because a country does not vote, does not mean it approves. Votes also sometimes happen on very contentious topics. As part of the annual report project, a Voting Practice database could be of huge value for all negotiators across the animal protection spectrum. The idea would be to track how issues related to animals are handled by the UNGA or any other agency, and include the actual text of documents voted on or dealt with by consensus, both draft resolutions and final texts. In some cases, explanations of votes are provided by governments or comments in support of or against a resolution reached by consensus. All of this "legislative history" is important as background material for future negotiations. Unlike the Annual Report proposal, this could track agencies where there is no activity by NGOs, but where issues of direct relevance are taking place. For example, to date few NGOs are actively using UNESCO's *Intangible Cultural Heritage Treaty*[17] *as a tool*, even though votes by the secretariat could make it harder to diminish bullfighting or other cultural practices that are unfriendly to animals. If the IAPC tracked voting in this body, this could help hundreds of other NGOs to more effectively plan future operations, as well have material to make

[17]ClimateCaucus.net, though primarily involved in environmental issues, has taken an interest in this topic, and was engaged in discussions with the US Mission to UNESCO in 2010. It also partnered with the Mission of the Seychelles in order to examine the impact of climate change on small islands with its collateral damage to animals.

sound judgments when developing negotiation Decision Memos and Position Papers.

WSPA's regional office for Brazil leads in this area by doing such research in their country and posting information on their website (http://www.wspabrasil.org), which is a window called "Banco de Dados" – Data Bank, where WSPA-Brazil gathers information on all National Congress bills related to animals. The same site also has available all laws passed plus existing federal, state, and municipal level legislation. It is extremely useful for research, of course, but also to inspire legislation on the municipal level. People in one town might want to build local AW legislation and copy a nearby town's legislation from WSPA-Brazil's legislation data bank. It is the only one of its kind in the country and a good model for an IAPC product (Antonio 2010).

Chapter 2
International Funding for Animal Protection

2.1 Ethics

Money saves animals and all nonprofits are facing financial pressure, whether animal protection, development, environment, or humanitarian. Unfortunately, the global financial crisis in 2010–2011 has meant a decline in personal giving, shifting the targets, and perhaps some policy influence to government agencies and International Organizations, as well as foundations and corporations, though they too have pressures and increasingly demand accountability and accurate progress reports. There are other books that deal with fund-raising from private citizens, especially in this climate. The context here is government money and that of the international donor system. Is it acceptable to accept their money, and if so, how does an organization go about attracting the attention of bodies such as the UN and its International Organizations, the Red Cross Movement, the World Bank, the European Commission, or government agencies such as USAID? They are all potential sources for funding. Properly used, they could significantly bring the protection of animals to a new level.

In the survey conducted for this book, the primary choice for sources of funding was private individuals (about 87%), followed by international NGOs, local governments, national authorities, academia, industry, and foundations.

Governments certainly have money in healthy economies. The survey study showed that 18% of respondents were willing to receive funds from local governments and 12% from national authorities. As an example, in the USA, the Navajo Indians receive money from the Tribal Government, but also private citizens and major NGOs. In contrast, experts we consulted indicated that in the USA, national animal advocacy NGOs generally do not accept funds from either local or state governments, except perhaps for shelters. WSPA, one of my former animal welfare employers, has considered developing a written policy on this, but sources informed me that as of 2010 the NGO had not yet been decided. In fairness, it is a complex issue. While the potential of great funding offers hope of great results, there are also ethical and political questions to be answered. A valid

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_2,

question is will collaboration inhibit or enhance "effective change." Each NGO must develop a fund-raising strategy that suits its own mandate and backers and, in other words, do not simply change goals because money might be available. Despite the potential significant gains that are possible with government funding in particular, the criterion for success cannot be the graph that shows income gains and losses. It has to be a graph that shows real change in the lives of animals.

In my survey, experts in the United States said that local American humane societies do accept funding to provide animal control services, but do not usually take corporate funding, although there are exceptions, the view being that it is very hard to find a company not involved in practices that at some level exploit animals. Still, 9% of survey respondents around the globe did just that and 35% accepted funds from foundations, themselves often managed by corporate leaders. They also engage in corporate sponsorships and "corporate responsibility programs." According to American experts, a contributing factor for Western NGOs in the decision-making process may often be whether or not the organization is an advocate for vegan or vegetarian policies, or can accept omnivore policies, also whether or not it can accept policies supporting the use of working animals as humane. In other words, if using the corporate donor might cause them to violate NGO moral policies, accepting their money was not acceptable for many (Jones 2010, Sep 28).

There are funds available around the world from local and national governments for conservation and animal welfare. In the USA, this is mainly available from the departments of Agriculture and Interior. In addition, US Agency for International Development (USAID), an element of the US Department of State, sponsors development projects in agriculture, which could be used in some cases to advance humane practices. Canada, the UK, Germany, the Scandinavian governments, Japan, and many other governments have similar agencies that focus on external funding. In the US State of Virginia and some other states, funds are available for training wildlife rehabilitators. In Australia, farming industry levies are matched by the Australian federal government. Indications are that such money is then often used by the industry representative body to try to prove no welfare impact of contentious practices with animals, e.g., keeping cows in stalls and live export of cattle and sheep. Worse still, if "independent" researchers are employed to conduct the work, the industry body often retains and uses the right to veto publication of results that are not favorable (Phillips 2011). In Australia, in 2010, the Minister for Local Government in the Northern Territory, Malarndirri McCarthy, provided grants of $190,000 to four animal welfare NGOs in order to improve animal well-being and good animal management practice, with RSPCA Darwin getting $46,713 for their animal shelter and an additional $75,000 went to indigenous populations for dog control (Northern Territory Government 2010). In May of the same year, New Zealand Government – Agriculture Minister David Carter – announced his government would provide national funds of $8.2 million over 4 years to boost animal welfare activities (Walters 2010). Any one of these governments probably at some point will violate NGO ethical standards, if only to purchase meat from inhumane sources. How then can their funds be accepted?

The answer is in the contract. If the contract asks an NGO to do something that violates its ethical foundation, it should not do it. Otherwise, perhaps accept the monies in order to accomplish a great good that otherwise would be unattainable. The same logic holds for International Organizations.

2.1.1 Sustainable Funding

Sustainable donations were a problem for recipients, with one surveyed NGO saying:

> *The biggest issue is financial instability*, to be able to regularly pay for certain stuff. Sometimes it is possible to get grants from International NGOs or Foundations for short projects. But when they end then it is not possible to keep the stuff so the organization is not very sustainable and the impact is smaller. National Government is supporting us first time at all and this is for the year 2010 only (International Farm Rescue 2010, October).

While sustainable funding is an aim, the sign that an animal protection NGO is making an impact should be the effectiveness of its programs, not its bank account's balance. One inevitably leads to the other. In my opinion, an NGO can be true to its ethical core and receive funds from governments and International Organizations without fear of moral compromise so long as the details of the contract are read and understood. In addition, my other advice is not to rely on a sole source of funds for a project or the entire budget. That is too much vulnerability. Some NGOs such as GOAL Ireland rely on governments for a lot of their income. On the other hand, as YouthBuild USA discovered, it does not make sense to have the majority of funding from one agency or government, for the simple reason that if they pull their funds – perhaps just for fiduciary reasons, not politics, the economic viability of the NGO can be in doubt. Just as private persons should diversify investments, NGOs should diversify donors and donor types. One little NGO on Saba in the Caribbean does not have enough staff to do professional fund-raising. As they put it, they can barely keep up with the work of saving animals, but if an NGO can build a large diversified donor portfolio, such as the Heritage Foundation, it can also afford to turn down donations that have strings attached and focus on fulfilling its mission at the same time.

To keep a major program alive, one NGO accepted funding from a single private donor who unfortunately reneged and put the NGO into a financial crisis; based on the promise of inputs, the NGO's HQ made capital investments. The gentleman in question originally made a 3-year pledge, but was unable to fulfill it after the first year. There is nothing a charity can do in that case in most countries because a gift is a voluntary transfer of property – not an obligation. Though charities should have a letter of agreement or MOU, which outlines the charity's responsibilities to the donor and the terms of the multiyear pledge, such an agreement cannot be enforced. It is, of course, difficult for the charity who was counting on that money and it means that another funder must be found or the program must be modified or delayed in the humanitarian and development communities as well, just because

a donor makes a pledge does not mean the pledge will be honored. As is seen by studying UN and OECD records of government pledges, governments have often been slow on delivery, and accounting can be surprising. Sometimes a government also double counts its development and disaster assistance donations, according to Stoddard Ahmad of OECD, who has expressed some pessimism over development aid funds (money which might in some cases help animals), money pledged by Italy, Japan, and France in 2010 (Bryant 2010).

2.1.2 Political Taint

Being politically tainted is also an issue that cannot be ignored. There are governments with questionable policies who need the support of reliable, well-known Western NGOs in order to burnish their political identity. Sudan would be one such because its government, like that of Myanmar, North Korea, and Zimbabwe, is under huge international pressure to correct humanitarian practices that run counter to international norms. Local NGOs in such countries must be careful not to anger the government or they might be forced to do things they otherwise might not wish to, perhaps even be shut down. But an NGO not headquartered in one of those countries could lobby such governments for changes in policies regarding animals and even negotiate new rules. Some feel this creates a perception of a conflict of interest to advocate humane policies while working in partnership with "inhumane" governments, even accepting funds from their agencies. That perception can be modified with a good public diplomacy campaign. Humanitarian NGOs do the same thing every day in order to save millions of lives and death privation. The truth is the lands with greatest animal welfare needs are not in Europe. They are often in lands with the worst governments. The animals did not ask to live there, which is why when the opportunity presented itself, WSPA led efforts to save animals in Myanmar during Cyclone Nargis, at great personal risk to the veterinarians. This work was also done in partnership with the FAO (a UN agency) and US military aircraft flew the supplies in coordination with USAID. WSPA stayed politically neutral, feeling that saving the animals in a neutral manner in no way supported inhumane policies by the Myanmar government. The mission ended up saving thousands of animals from abject cruelty.

2.1.3 Donor Rules Are Not to Be Feared

When discussing receipt of funds from the UN, the Food and Agricultural Organization (FAO) often comes up. It has practices and programs often supportive of animal welfare, but not all of its policies comport. It also has serious funding limitations. A number of NGOs do work with it, but as already noted, there are some which fear any relationship with the UN. What is true is that the FAO and every other international donor have rules that must be followed, but working

with them is strictly voluntary. No NGO is asked to do what it does not to do (Hoffman 2010).

Registration is a common rule, especially for major donors such as WFP, FAO, and USAID. To receive money from the USAID, NGOs must be registered, have audits, prove they are a nonprofit, and are spending their money wisely. That is a common rule for any donor. There are also restrictions, areas in which money cannot be spent, such as advancing a specific religion or supporting listed terrorist organizations. If the UN Security Council restricts dealing with certain countries or entities, member states of the UN are also obligated to restrict their donor funds. UN agencies operate in much the same way as do European donors, but then so do private donors. Those rules are simply a way to make sure that transactions are honest, transparent, and meaningful. It is possible that in some countries, governments may put political pressure on NGOs, but in the West, while governments do fund "political initiatives," all work is done by contract, and no NGO is forced to sign a contract. Neither the UN, the European Union, nor the Red Cross movement pressure contracts. Right now, there is not a single database showing how all of the major donors could interact with animal protection NGOs. This is something which should be rectified for the benefit of the entire industry.

2.2 Reverse the Axiom: Consider Giving to Governments?

Many governments do not have enough resources to do what the animal protection community wants. Why do not we help them help us? If we want nations such as Somaliland or Bolivia to invest in reducing risk to animals, especially livestock, to build veterinary clinics and conservation programs, to install humane slaughter program, etc., they will need help from the World Bank, foundations, and traditional donor nations. While NGOs must consider their own bottom line, if we want government policies to be truly transformational very often the disposable income of local and provincial governments in particular also must increase, especially in weaker economies. One approach to helping governments is to use international conferences to develop mandates to fund animal protection or use them as important networking opportunities with private and institutional donors. Development needs in infrastructure, low tax revenues, and debt servicing all work against adding animal protection as a new priority; therefore, as several UN missions told me in my research, external funding will be required. Conference reports and resolutions can be a means of attracting international donor institutions, a way to propose fresh funding mechanisms.

Grants from NGOs can be a useful tool to change policies on a micro level. For that logic, I refer to the research of Muhammad Yunis, winner of the Nobel Prize for Economics in 2006. Often call banker to the poor, Yunis cited in his book Building Social Business the 1989 *Grameen Fisheries and Livestock Foundation* as a precedent. The project was set up to administer 1,000 fish ponds in northern and western Bangladesh that were not working anymore, due to poor government

management. By 2009, Yunis and his people had brought together over 3,000 people into a group that produced 2,000 ton of fish per year. "For many in Bangladesh, livestock was the only hope," with 75% of the 150 million people in 2008 Bangladesh depending on that source of income to some extent. "In 2002, a livestock program was added providing training, vaccination, veterinary care and support services for poor women to become dairy farmers" (Yunis 2010; Bari 2008). Projects like this start small and can totally change the way a microculture handles animals. If an animal protection NGO or coalition was to fund such a project through local governments, not only would that create a political ally, but also save animals and build a cultural support for humane policies.

In addition to trying to change the philosophy of existing funding mechanisms and mandates, animal protection NGOs further advance our industry by tying high priority animal welfare programs to funded humanitarian-oriented projects related to disaster recovery, development, drought resistance, flood sustainable agriculture, and hunger management. The International Animal Protection Center (IAPC) proposed in Sect. 1.10 might be perfect for such a concept because its success is not tied to any one project, as is the case with many NGOs. Not tied to bolstering a specific project, the IAPC could look at funding opportunities on a global scale and then propose entry points for animal protection projects where the larger project serves both people and animals. If an NGO wanted to bid on the contract, but had a small staff, the IAPC could help with advice, though it would have to be careful not to give clients an unfair commercial advantage. In countries such as Pakistan, which was hit by terrible floods in 2010, farmers depending on livestock for a living had no financial flexibility, certainly not from the national authority. They and their provincial governments were generally cash poor. At the same time, World Health Organization, UNDP, and other international bodies are funded to foster risk-resistant structures and societies. Using international funding to invest in earthquake-resistant veterinary clinics could be done under humanitarian risk reduction programs without changing the basic mandate of the program and thus help both animals and people. The IAPC, acting for the industry as a whole, could effectively make the proper arguments to the international funding bodies to consider funding animal protection priorities out of their budgets. At that point, the IAPC would simply advertise the opportunity to any animal protection NGO, which might care to bid, and provide advice so that the bidding is effective.

During the World Conference on Disaster Reduction (WCDR) in 2004, participating governments came to realize that poor farmers and businessmen are also impatient. If a shanty town on the coast of South Africa is washed away, it will be rebuilt just as shabbily as before unless external donors invest in disaster-resilient shelters. Local NGOs, especially shelters and local advocacy groups, can quickly identify the needs. As an example, a Central Animal Emergency Response Fund managed by the IAPC could pay to facilitate a coordinated negotiation between animal protection NGOs, the local government, and international donors, with the aim of integrating the construction of sustainable farms and structures for animals into the overall development–recovery plan being organized by the UN. There is no reason why enhancing farms, veterinary centers, and slaughter houses

cannot be integrated with humanitarian development projects, but funds will be required. Obtaining such funds could be a major mandate for the IAPC, and since the work will need to be done by NGOs, they too will benefit, but the IAPC would not do this work. It should simply facilitate funding so that other NGOs could bid. It could also train NGOs on how to bid. There is no NGO today that can do this job, due to a conflict of interest with funding its own projects.

2.3 Red Flags Regarding Money

2.3.1 Program Budget Implications

One way to pay for a fresh initiative is by changing program budgets, but this can be a serious problem if the program is funded by core UN budget monies. In the UN and many other International Organizations, this is called Program Budget Implications or PBIs. No UN resolution will be considered in either ECOSOC or the UNGA if PBIs are not considered. Similarly donors to international bodies will demand that their secretariats flag increases in core budgets. Every organization has methodologies for handling budgets; and in the UN system (which uses a biennium) governments cover them, and major powers such as the USA and the UK cover a percentage of that budget, often making them enemies of PBIs. Any increase in the core budget increases their financial exposure. Initiatives with a potential PBI are reviewed by UNGA's Fifth Committee and then by the Advisory Committee on Administrative and Budgetary Questions (ACABQ). Unless the UN's major donors feel that the initiative is worthy of changing the budget, it will die if it negatively impacts the budget. *Recommendation*: Avoid supporting any PBI when negotiating an agreement with UN, even if the supporting governments like the idea.

The way around the PBI problem is to have the resolution endorse a project's value while requiring that it be managed through *extrabudgetary funds*. The same governments that do not support PBIs often provide extra budgetary support to programs. One is ReliefWeb, the UN's most successful disaster information project. It has always been funded from extrabudgetary sources; yet it has grown from a project requiring a few hundred thousand dollars US a year to several million a year and three offices. Perhaps a resolution could propose an external fund for office of a "disaster/development veterinarians" in OCHA or ISDR that advises the UN on humane treatment of animals. If enough traditional donors agreed to the concept and it had the support of influential members of the G77 coalition of nations, such a project could be endorsed and effectively funded.

2.3.2 Global Public Goods

The Global Public Goods (GPGs) concept could be considered as a tool for funding regional or global animal protection projects. This has been advanced in particular

by developing countries and the UNDP (UN Development Program) as an alternative to PBIs. A local public good is a lighthouse, which protects ships entering a harbor from sea or a satellite early warning system that warns livestock owners across the Africa of impending drought conditions. The beneficiaries of these public goods do not pay for the service, but someone must; yet there is no internationally agreed definition of GPGs or payment methods. Usually, it comes from a coalition of governments or even foundations. From an animal protection point of view, GPGs might apply to cross-border concepts such as fighting diseases that can be spread by vectors such as insects, rodents, farm animals, and pets, or by promoting humane treatment of pastoral herds, or cross-border water supply systems that could help livestock. An example of how to finance such a GPG could be a carbon tax proportional to a country's level of carbon emissions. Since 1 ton of coal gives off approximately 5,700 pounds of carbon dioxide; it is possible to calculate pollution by measuring consumption. Anything that can be measured can be taxed, so this is an emerging environmental idea for both reducing carbon emissions and funding public goods. This is popular in some quarters, though controversial in the USA where goods such as health care are provided by both the state and the private sector, whereas there is an international movement for all health care to be a GPG.

Recommendation: Offer no recommendation on the value of the GPG concept, except that as animal health and welfare standards regionalize, questions will be asked in the developing world about how to raise sufficient funds to pay for them. Poor countries will want to spread the costs, so NGOs developing such standards of care need to be ready to deal with the GPG issue, even though the service itself might not only be about "animal protection." Perhaps before going down that route, have in place a donor package – *in other words, pledges*. I do offer a caution. This is a very controversial route, and since some services may require significant funding, this means coming from traditional donors. Many have not yet embraced this concept as a valid tool.

2.3.3 International Taxation

This concept is similar to the GPG minefield and emerges rather regularly in negotiations, but NGOs are wise to be wary of it as a method of paying for initiatives; like PBIs, it is not voluntary. Even if some supporting government proposes international taxation for covering implementation of animal welfare standards in a poor region, the taxes will probably be geared toward taxing the wealthy and governments who will have to pay the tax will likely oppose it and therefore the initiative. Also remember that some nations have laws that prohibit making voluntary contributions to the UN if it imposes taxation. There is an exception. The burden of international taxation normally is intended to fall on wealthy donor nations, but if the impacted nations were willing to set up some kind of "voluntary regional scheme," this might be an achievable proposition. In that case, all of the impacted governments have agreed in advance, but this is a major ask.

2.3.4 General Things to Avoid or Keep in Mind

When approaching governments in particular for grants, it is very important to have the NGO's tax papers and audits in order, usually for the preceding 3 years. In addition, donors will want to know what percentage of funds is used for fund-raising and administrative matters, versus actual services. A charity that spends only 33% of its revenue on services is very inefficient. Donors will want to see 70% or better of revenue spent on services. As for raising funds, a charity should spend 10 cents (US), a dime, or less to raise a dollar of revenue. Salaries do not matter much so long as they are in line with industry norms for the size and type of organization. In fact, the US government frequently restricts their funds from going to salaries or anything other than a bit of administration and a lot of services. ReliefWeb.int is a good example. This was initially funded in the US government out of reprogrammed money. In other words, the Department of State went to Congress and asked permission to reallocate authorized money for the project. Congress never had a problem with that so long as none of the money went to salaries. The money provided by governments is in turn usually based on some formula, for example, reimbursing X amount of dollars to the NGO multiplied by the number of animals served. Most of the time, grants are competitive; an NGO competes for project grants. In that situation, the request for proposal (RFP) will establish a service, criteria to be used to compete, and perhaps a maximum budget. Depending on the rules, grants can be more flexible as to the way the funds are spent so long as the service is delivered on time and within budget. The key thing to remember is that they are competitive, so evidence must be presented as the ability of an NGO to perform a task like humane slaughter education. Keep in mind that most of the projects that an animal protection NGO might compete for are not animal protection projects. They have some other function, perhaps sustainable agriculture or rabies prevention, slaughter of infected poultry, etc. The NGO should abide by humane standards when conducting the service, but the provider's goals are different.

2.4 Approaching the European Commission for Funds

Within the EC, the Humanitarian Aid Department (ECHO) is definitely a body that NGOs should consider for funding opportunities. It is the service of the European Commission responsible for humanitarian assistance. Various Directorates in the EC are likely potential sources as well, especially for development opportunities. Probably the best approach is to ask for targeted project funds. Project funds related to appeals are also a good approach with ECHO; it provided in 2009 nearly a billion dollars in assistance in a wide range of emergencies, a lot of it directly to NGOs. The range of projects can vary topically as well, not just disaster assistance but also risk reduction. In Somaliland, for example, they funded in 2010 a project to provide

disincentives to youths to turn to radical programs. ECHO also funds capacity building in International Organizations by partnering in projects. In 2010, the Foreign Affairs Council of the European Union asked ECHO to build a food security program to help the more than one billion poor people who are food insecure. This is quite likely a potential area of cooperation with animal welfare (ECHO 2010).

2.5 Approaching an International Organization

For engaging an International Organization, the rules are essentially the same as for Ministries, Missions, and Embassies. Many NGOs like writing to the CEO in order to short circuit the process and to speed up a reply, whether to ask for funds or political support. This definitely can work if the NGO has excellent personal connections, but without such an advantage, it almost never works. It is usually best to first find out who in the organization has primary responsibility for the topic of focus and build a relationship from the bottom up. Doing that makes writing to the head of the agency unnecessary. As an example, when writing about animal welfare to the US Department of Agriculture, instead of communicating with the Secretary of Agriculture, it is better to write to the Deputy Director, Animal Care.

Once the right officer is found, build a relationship and ask questions about the organization's mission, how NGOs interact with it, and whether funding for projects is possible. If the subject matter office is convinced of the value of an NGO's proposals, then it has a permanent supporter at the working level for that and other topics. Another good example would be UNHCR (the High Commissioner for Refugees). Instead of going to the Commissioner in Geneva, I found an officer who developed food security and livelihood protection schemes involving livestock. He became my advocate for integrating animal welfare into relief operations. Now if I need the support of the Commissioner for a UN resolution, I have a trusted subject expert on his own staff to support my proposals. Another reason to do this is that staff officers last longer. CEOs move on rapidly.

In addition to finding out which office might cover an NGO's areas of focus, check the website out for information on collaboration with NGOs (civil society). Most IOs have a special section on interaction and in some cases, like the World Food Program (WFP), have developed brochures that cover both cooperation and opportunities for funding. Also, fully review the many areas of interest by the IO before making the first appointment. Doing that due diligence will say to the new contact that the NGO is serious about working with his agency.

It is also important to know that IOs are organized like commercial corporations, except that instead of a Board of Directors made up of important private investors and talented corporate leaders, each IO has a governing body made up of government representatives. Governments are the primary donors, the keepers of the charter. It is therefore important to know who belongs and understands their point of view. A Secretariat runs the organization on a day-to-day basis. Its job is

to follow the political guidance of the governing body and manage the IO. The bottom line is that IOs are not just technical bodies. They are political. Sometimes the Secretaries General (Chief Executive Officers) give personality to their organizations, like Achim Steiner of UNEP or Kofi Annan, who used to be the UN's Secretary General. The IO is a living organism, so it is important before engaging it that its mission and daily pulse be understood.

If interested in collaborating with the IO on emergency management response or prevention issues, also go to ReliefWeb and PreventionWeb (http://www.reliefweb.int or http://www.preventionweb.net). Both are excellent resources managed by OCHA and portals that will explain what NGOs are already doing, as well as target IOs. ReliefWeb operates under a UN General Assembly of a UN General Assembly resolution. That kind of research will be invaluable when making a first appointment.

2.6 Operational Funding for Disasters and Risk Reduction

In July and August, 2006, after serious discussions with OCHA's Geneva office, Gerhard Putman-Cramer, the then Director for Disaster Response, agreed in principle that animal welfare NGOs could join in assessment exercises, meaning that animal welfare experts could go into a disaster and right alongside the regular UN personnel, determine what the animal welfare needs were. They could then also arrange to have those needs woven into the larger UN appeals process. This was not a check for unlimited funds, but the potential for funding and operational success from such an arrangement is enormous. These evaluations, which are conducted by OCHA and other UN emergency agencies in the UN, are part of the foundation of the UN Appeals Process and form the data upon which to ask for help from donors.

The UN appeals process sets out the needs in a disaster in a common format, making it easy for donors to understand not only what is needed, but how much it will take to meet those needs. The following were the agreed points of cooperation with OCHA, which will do well in supporting animal protection schemes in other agencies.

- Professional animal care as a humanitarian issue in disasters (a) can protect human livelihoods and improve food security, and (b) protecting animals reduces psychological stress on refugees and the internally displaced persons (IDP's), reducing the potential for humans staying in danger in order to protect their property.
- Professional animal welfare staff, especially veterinarians, are especially well placed to collaborate on assessment teams and on practical standards for animal care in disasters.
- Humanitarian relief workers are rarely trained to recognize animals in stress or how to handle them in a crisis mode.
- Information gathered by animal welfare teams on roads, potable water, and shelters could be enormous value to UN disaster teams.

2.7 Can an IAPC Facilitate Funding for Everyone?

The question emerges of how to identify and coordinate the availability of reliable funding across the entire international donor community in support of the entire animal protection community. In "*Uniting the Orchestra*," I suggest creating a specialized NGO as one answer. Instead of competing with other NGOs by having disaster and development projects of its own, its mandate would be to help animal protection NGOs with their diplomatic efforts; to track political opportunities and problems going on throughout the UN and Red Cross communities of organizations and governments; coordinate sharing of this information in a way that avoids missed opportunities; to advance protecting animals, and perhaps draft resolutions, conferences, reports, projects, etc. This diplomatic effort could also be used to identify funding opportunities and projects needing support from the animal protection community of NGOs. Using information garnering by the IAPC, all animal protection NGOs, regardless of size or geographic location, will be better informed and therefore better able to influence how rules are changed to protect animals. Coordinating such an information gathering and sharing task is typical of any government mission to the UN. That is exactly what the US Mission to the UN does for all US federal agencies. The efforts of the US Mission create enormous efficiencies for each agency since they do not need to do their own investigations. Further, they can work in harmony, which in turns makes US efforts as a whole more effective. Why not use that same synergy to identify and garner funding for the thousands of NGOs who protect animals?

This "facilitating role" is a major undertaking and not something any current NGO like WSPA, IFAW, or HIS could do, simply because of a conflict of interest. They are all operational or advocacy NGOs with a need to use that same information to advance their particular projects, like the prevention of bear farming or the seal hunt, or any of conservation programs. Identifying funding sources has the same problem. Every NGO needs it own donors, but any funds it acquires will mainly be used for its own ends – which is entirely appropriate. An IAPC, on the other hand, can create a consolidated approach benefiting the broader community. Right now wherever there is a UN emergency, the NGOs, governments, and International Organizations involved do surveys to assess resource needs and funding requirements. These consolidated statements are then placed into one public database called the Consolidated Appeals Process (CAP), managed by the Office for the Coordination of Humanitarian Affairs (OCHA). The IAPC could replicate this process for all animal protection NGOs, making the identification of animal needs and resource requirements easier, also avoiding duplication and waste.

After a crisis occurs, emergency managers from the host government, as well as from the UN, USAID, and other agencies, send out assessment teams, who develop statements of need and proposed budgets. From an animal welfare perspective, it might be that a village needs a veterinary clinic or perhaps refugees need a cattle shelter – though those needs are not now tracked by CAP. Donors pledge against

these consolidated needs statements; e.g., France might pledge €5 million toward a road project and then NGOs can make proposals for those funds to be applied to them in order to accomplish the stated need. Without the CAP, NGOs might not even be aware of the potential funds. A version of CAP for animal protection, in full partnership with OCHA, could be an essential tool for any NGO wanting to plan animal protection operations, especially when combined with the information on ReliefWeb, to know who is in need, who is pledging, and who is conducting work. This can open doors for becoming an implementing partner and obtaining funds or other shared resources. Since 1992, well over 100 donor countries have provided more than $42 billion for 330 appeals through CAP to address the needs of people in more than 50 countries and regions. Think what we in the animal protection business could be if we had more effective access to the same donors.

Related to this system are a number of websites designed for the humanitarian development and relief community that could also be replicated by the IAPC to advance animal protection.

Financial Tracking Service: This UN site can be found on ReliefWeb.int and explains how well appeals are being funded and whether or not pledges are being fulfilled. No one does this now for animal protection. Veterinary clinics, villages with livestock, zoos, Ministries, and other organizations need help both before an emergency to reduce their risks and just be financially sustainable and after a disaster strikes in order to effectively respond and build for a more sustainable future. When all of that information is gathered, the totality of the needs will certainly be too much for any one NGO to handle. Therefore, a database is needed to track individual needs, who pledges to help, progress made, and if the pledges for financial assistance were met. This is what FTS does for the humanitarian community. "The FTS is a global, real-time database that records all reported international humanitarian aid (including that for NGOs and the Red Cross/Red Crescent Movement, bilateral aid, in-kind aid, and private donations)" (UN_OCHA 2010b). We also need such a service. It will help animal protection NGOs conduct a professional triage and, in other words, prioritize assistance so that efforts are truly effective, not simply emotionally decided. Because the FTS deals with huge needs across entire nations and regions, it is managed by the UN OCHA, which then shares all data provided by donors or recipient organizations. It would not be a major challenge to blend animal welfare and humanitarian reporting, have the IAPC collect animal protection information, and produce an integrated database of value to everyone. We would gain total transparency and more effective donating.

Good Humanitarian Donorship Initiative (*GHD*): In the mid-1990s, NGOs, the Red Cross, and United Nations agencies involved in humanitarian assistance decided to create their own specific guidelines, define their responsibilities and rights under international law, and set standards against which they could be accountable. An outcome of this work was the Sphere Project. The point was that donors would be more likely to provide funds to NGOs which operate in an open, transparent manner that also increased professionalism. What I suggest is animal protection NGOs develop a parallel initiative, drawing on the experiences of the humanitarian community. Such an initiative could be a powerful framework to

guide effective animal welfare during development times, as well as after natural disasters and conflicts. It will also encourage greater donor accountability (GHD Initiative 2010).

Online Projects System (*OPS*): The United Nations asks humanitarian NGOs to use the OPS to bid on a project or propose their own project. Some animal protection projects will be so specific that OPS would not list them, so I propose to have a parallel system for animal welfare needs projects, which is linked to the OPS, sort of a portal. This way, donors in the humanitarian community who only look there will see animal protection bids on humanitarian projects and understand their relevance, but donors who want to fund animal projects will also have a database tailored for their needs as well.

Central Emergency Response Fund (CERF): This is primarily a cash-flow mechanism allowing UN agencies to access funds rapidly while waiting for donor pledges to be transferred, important since pledges often are often slow, being tied to fiscal years than actual needs. CERF has not always worked well for animals. FAO has requested CERF funds to support livestock in emergencies, only to have those requests rejected. The CERF also does not directly fund NGOs (UN_OCHA 2010a). What I propose is that the IAPC approach major private donors and governments known to support animal protection and create our own Central Animal Emergency Response Fund that can direct funds to NGOs based on industry-agreed criteria. Industry representatives will be required and perhaps even an elected board in order to maintain trust that funds are being distributed fairly, something no existing NGO could do, in fairness. This could be a real boon for small shelters in hurricane-ravaged islands, for example, helping to reestablish shelters and supply lines, while major NGOs begin to enter an emergency.

Chapter 3
International Conferences and Delegation Management

3.1 Introduction to International Conferences

If an NGO wants to collaborate with the UN system, the Red Cross movement, the World Bank group, or other humanitarian international organization, it must attend conferences in order to develop broad-based agreements or just to learn what others are doing, to network. Though few in number in the early days of the UN, conferences have increased in frequency over the decades and are a popular tool for all International Organizations and major NGOs, often have Prime Ministers and Presidents in attendance, and are an exciting opportunity for old fashioned lobbying, as well bilateral and Multilateral Diplomacy. The World Conference on Disaster Reduction (WCDR) had an Emperor and delegations from 160 governments, along with 40,000 interested private citizens from NGOs, Universities, and Industry, several representing the animal welfare community. Forty-seven thousand attended the 1992 Earth Summit in Rio and 50,000 debated the rights of women in Beijing in 1995. Some scholars will argue that conference diplomacy is different from Multilateral Diplomacy, unless the conference consists of only one or two governments, that is, too precise a parsing from the standpoint of NGOs (Fig. 3.1).

Conferences are not always about making a deal. While that is normal, they could convene experts to discuss the latest science, or decide on a project to explore an idea, e.g., the sustainable risk reduction meetings of OECD, which convene experts to develop experiments to avoid tomorrow's potential disasters. Conferences are often led by senior officials, but not always. The 2001 Reykjavik Conference on Responsible Fisheries in the Marine Ecosystem was mainly led by middle managers (FAO: Corporate and Human Resources and Finance Department 2001). The events have become very expensive, often costing tens of millions of dollars, when one combines the costs of the secretariat with travel costs of government, IO, and NGO delegations. An NGO deciding on a conference budget must be selective, given the current economy, but having been a delegate to a great many of these events, I tend to think that the focus on costs by donor nations is misplaced, that instead we in the NGO world must focus on the effectiveness of Outcomes

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_3,

Fig. 3.1 Large conference: photo courtesy United Nations Framework Convention on Climate Change, 2010

Documents and networking. This is the approach taken in 2004 when the government of Japan asked my office for support for the WCDR in Kobe. We insisted that the conference have a well-defined Outcomes Document that changed the status quo and that it begin a decade of changes in risk reduction practices like the Earth Summit in Rio or the United Nations World Summit on Sustainable Development (WSSD) (Earth Summit II or Rio +10) in Johannesburg, South Africa. The Japanese took our call to arms and turned WCDR into one of the most important international conferences in history. It even contained a workshop on animal welfare, a first for UN conferences. NGOs should look for such events and try to amend the Outcomes Document to create a useful long-term process and insert language that improves the lives of animals.

Sometimes lost is the value of international conferences as networking or educational tools. The rest of this book assumes that an NGO is attending a Conference in order to change the status quo, to negotiate a deal, but networking and educational purposes are also legitimate, too often dismissed by budget staffs. Keep in mind that Decision Makers of all ranks attend International conferences. Even if an NGO is not there to advance specific language, it can build alliances by finding people to talk to, lobbying for its cause. That can well pave the way for an important negotiation at a later date. Suppose the NGO wishes to attend a conference on Sustainable Agriculture in 24 months to advance a Declaration and is aware that related conferences will be held prior to then. The NGO might wish to use those events to build awareness of its issue and find potential supporters. In addition, by attending workshops and plenary meetings, it can learn what others think about topics of interest; helping strengthen any language that the NGO might propose later on.

Another reason to attend an International Conference is to learn how an institution works. Perhaps an NGO wants to ask the World Bank Group for support, but the staff has never met a World Bank official. Before going to one of the Banks in the group, the NGO should send staff to attend the Annual Bank Conferences on Development Economics (ABCDE). This series, which began in Washington DC in 1988, advances new theories of development and is an excellent platform to

see what the Bank, the UN, and donors are thinking. Without making any formal initiatives, the staff can learn a lot about development programs and procedures, enough to prepare for formal meetings or for finding possible donors. This same model could be used for any International Organization.

It is easy for an NGO official to become lost in a large conference, to think what is said would not be noticed, but if the NGO prepares and performs well, it will make a difference. NGOs are famous for often being more effective than government delegations.

Case study: The 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on their Destruction is the international agreement that bans antipersonnel landmines. It is usually referred to as the Ottawa Convention or the Mine Ban Treaty. The Convention was concluded by the Diplomatic Conference on an International Total Ban on Anti-Personnel Land Mines at Oslo on 18 Sept 1997. In September 1998, Burkina Faso became the 40th country to ratify the agreement, triggering entry into force on March 1, 1999. What makes this special to the NGO community is that while the Convention is by necessity, an agreement between governments, the initiative was begun by NGOs, in particular the International Campaign to Ban Landmines (ICBL), which helped draft the treaty. Indeed, it had a formal seat at the table in all of the diplomatic meetings leading up to the negotiations, and then during the negotiations themselves. ICBL later was awarded the Nobel Prize for its efforts. What this means for animal protection is that our NGOs could also be seated at a negotiating table alongside governments and International Organizations. The precedence is there (UNOG; ICBL) (Fig. 3.2).

Fig. 3.2 Cattle in Somaliland need Help From International Organizations © Larry Roeder, 2010

3.2 Preconference Tactics

3.2.1 The Sequence Technique

One reason Multilateral Diplomacy is hard is that many players are involved at one time, governments, perhaps NGO delegations, and International Organizations. This can place a delegate at a disadvantage in a conference setting because one mistake will be heard by all of the other delegates at the same time, and under the normal rules of procedure, once a delegate speaks, the official must listen to everyone else's reply. A delegate gets one chance to explain. The rest get many to misunderstand, change the meaning of the delegate's words, and undermine his initiative. Even if the delegates are friendly and use short statements, the wait for a second statement can be long. The group can then become one large, complicated counterargument, with one criticism feeding others, weakening an animal delegate's ability to parse the subtle nuances presented by each individual player.

In one situation like this, an NGO team leader and the HQ required the negotiator to present an idea to a group of national delegates who were friendly toward the NGO and the idea, but unfriendly toward the way the idea was packaged. Though HQ had been forewarned by the negotiator, HQ felt its allies needed to see the package presented. Exercising their right, HQ insisted on moving forward anyway with the offending formulation. After all, the delegate might have been incorrect. Unfortunately, the delegates quickly talked the idea down, with one negative statement after the other. The day was only saved after everyone spoke when the negotiator repackaged the idea. The other delegates then agreed in principle to the new formulation, but they were also upset over the initial tactic, and the positive momentum that existed prior to the mistake was lost. Quite apart from the mistake of ignoring "intelligence" that a specific package would be destroyed, the HQ staff had unwisely chosen a front attack approach. In fairness, negotiators do make mistakes; so it was not unethical to require the negotiator to propose the idea. However, given the intelligence the negotiator provided to HQ, if HQ really felt strongly about their own formulation, a wiser approach in this instance might have been to have chosen a "sequential negotiation."

The "sequential negotiation" technique can reduce risks of failure in complicated, multilateral negotiations, but it does require significant planning and expenses. In the "sequence" an animal protection delegate can cause the other delegations to respond to his or her ideas without any other delegate be aware of the discussion. This would allows an animal protection delegation time to chip away at weak points in its own position before going to a formal conference where the stakes are higher. Suppose an animal delegate representing butterflies wishes to negotiate an international agreement setting a protective zone across several countries over which a species of butterfly migrates. The 20 countries that must be convinced will meet the delegate in a few months. Under the "sequential" technique, the animal protection delegate should first study the probable positions these governments likely would take on the proposal, and then starting with the friendliest and ending with the least, visit the

appropriate ministries in each country (Foreign Ministry, plus expert Ministries). Preparation will be essential and likely require engaging local NGOs to set the stage in each town.

Starting with the first government, the delegate examines its reaction to the draft text, asks for improvements, and enquires as to what the government representatives think might be the reactions of the other 19. If the NGO cannot afford to do all 20, choose a representative sampling. As the delegate moves along the route, keeping HQ informed, he or she will adjust the proposal, arriving at the last capital with what is most likely to achieve success with the most number of governments. By the animal protection delegate personally visiting Ministry staff and asking their opinion, the psychology is changed and the players must react. The meetings are also private. The delegate will gain valuable intelligence allowing language adjustments without compromising values. This is a tough economy, so the budget-meisters will likely balk. If they do, remind them to challenge the axioms (Sect. 1.7.2). By the time the last government is visited, the animal delegate will be talking to the toughest opponent with language the others are more likely to accept, because of the advantage of the prior consultations. Even if the last Ministry does not concur with the revised suggestions, this effort will gain the animal protection delegation much respect with the other 19 players, placing the delegation in a stronger position at the conference, certainly stronger than going to a conference first.

An alternative is to conduct meetings online, using one of the many available video conferencing services.

3.2.2 Building Allies in Advance

Tactics are situational. In the above case of the overly insistent HQ, a sequential tactic might have been an effective tool, to achieve results, but other methods can work just as well. To reach back to the Butterfly Convention, let us suppose that a delegate has worked for years on a text and a conference has been announced to agree on a final version. Even if the sequential method was used, do not assume that because the tour was made, the revised/improved text will be "the final word." Influential governments might propose a surprise text. I did this regarding the *Tampere Convention on the Provision of Emergency Telecommunications*. Our delegation felt the text which had been initiated by an NGO, the American Radio Relay League (ARRL), and supported by UN agencies and some governments would not survive US Senate confirmation. We supported the ARRL's initiative, knew they had engaged in a sequential process, and felt that relief workers around the world desperately needed a Convention, but were determined to get rid of the old text. Wanting both a successful conference and an agreement on an alternative text, we linked up with the German, British, and Canadian delegations by telephone and e-mail in advance and agreed to an alternate. The new surprise text with amendments was then presented to the larger group on my first day in Geneva in 1998. ARRL was a bit upset at first, as were some UN folk, but we were from

important governments, and instead of jumping in too early, we very carefully and gently explained our concerns in the context of being helpful, pointing out that while we were arguing for a different text, our goals were the same as the conference participants. The group agreed to use our text and we moved forward.

3.3 Stress Management

Although successful negotiations usually begin at ground level, eventually, NGOs should negotiate issues at the highest level of government possible, attend UN conferences, and attend diplomatic and local UN functions. Do not worry that an animal protection delegate does not represent a government. The delegate represent animals in all their forms. That is justification enough. Stress management will be important, however, in order for the negotiator or the team to be in top form. Failure to do these things can result in serious mistakes that will seriously undermine delegation goals. After all, the delegation is a group of egos that might not necessarily be used to working together and in another setting might not even associate with each other. Experienced, long time negotiators will expect deference, and not wish to do minor tasks. It is perfectly natural, if disquieting. Expect tempers to fray, mood swings, depression, and excessive happiness, all part of being a member of a normal delegation.

3.3.1 Appropriate Assignments

The Delegation Chief should give everyone an assignment related to an agenda item or an issue, hold team meetings and agree on daily goals. The Delegation Chief is in charge, but the team must work in a synchronized fashion. That requires leadership. Typical assignments are (a) who reads a statement at the plenary, (b) who negotiates which part of the text, (c) who covers which topic, who reports on progress. I like having one person who tracks conference events and develops a daily spreadsheet as a Microsoft Word document. I'd avoid software, especially spreadsheet and database software that members do not fully understand. Have a media officer as well.

3.3.2 End of Day

At the end of the day the Secretariat will make announcements, e.g., what is to be covered the following day. If they do not, the Delegation Head or some other member must raise the organizational placard in an appropriate plenary meeting and ask, or personally seek out the Secretariat. This is very important so that an important meeting is not missed the following day.

3.3.3 Tracking Statements

Predetermine what the team feels are the key issues and then track who says what about those issues as the conference moves forward. These reports should not be verbatim. The idea is to develop a chart that shows in very simple terms what different NGO, IO, and Government delegations are saying, perhaps in two or three words. Collating can be an effort, perhaps too much for a small delegation, but the effort of jotting down comments will be useful during the conference to identify potential allies or adversaries, as well be useful for research into tactics used at future conferences.

The following is an example of what such a chart might look at. There is no one way, whatever works best for the delegation.

Germany (WEOG)	Egypt (AFRICAN NAM)	China P5 ASIAN	Brazil (GRULOG)	Issues
				Issue one
				Issue two
				Issue three

3.3.4 Team Meetings

A team meeting every morning for breakfast is a good idea, during which each member can digest a proper meal and report on what his or her goals are and why, and what happened the day before. That way the entire team has the big picture. This will also bring out disagreements; everyone should have a chance to speak, and all opinions need to be respected. This is also the time to link activities to the Journal if the delegation is at the UN. A Journal is published every day by the UN, setting out meetings and which agenda items will be covered in which rooms and at what times. This needs to be an integral part of the morning meeting, but do not feel the agenda must be taken in order. The Chief of Delegation or a designate should prioritize what is talked about.

During the day, stay hydrated, keep coffee and tea intake low, and find time to exercise, perhaps simply walking upstairs or in a nearby park. Delegates should avoid planning evening sessions and should put some healthy snacks and juice in their briefcase; negotiations can go well past the dinner hour. Be proactive. If there is a piece of an issue needing special attention, try to set up a meeting to deal with it as early as possible with the appropriate delegations.

The Delegation Chief also needs to find quiet time at night where for 30 min of uninterrupted time he or she can sort out what happened during the day, and then in the morning ask the Delegation about progress on objectives and what can be done to further them.

3.3.5 Distance of Travel and Jet Lag

Do not ask teams to go on a long flight and to participate in serious talks on arrival. I've seen this many times on trips from America to Europe and Asia or Africa and vice versa. Even the government makes this mistake. Once when leading a team to limit the spread of weapons of mass destruction, I noticed team members from one agency that arrived in the morning falling asleep by late afternoon. Those of us who had been there 2 days were fine, but these essential members of delegation had produced nothing of value that day, all because their agency wanted to save money. A better idea is to make sure that the entire team arrives in the morning one full day before formal negotiations and require each team member to get plenty of sun on that day. The longer the flight, the more days in advance to arrive. For example, a 12 h flight requires 2 days of rest.

No sleep on arrival. Get the team out and about, moving blood through the body. If a beach is nearby, swim. Make sure they eat well and are hydrated and then have a light Team meeting in the late afternoon to go over any last minute administrative or policy issues. That will start to refocus the mind. The team then needs to unwind, watch movies, eat lightly, listen to music, and relax. Do not crash the night before negotiations. "Crashing" is a term that means staying up a night studying or rewriting. If lots of work is needed, bring enough staff to do it and do not kill chances of a good night's sleep. However, do organize the briefcase. This may sound silly, but the negotiator would not think so the next morning if the team has to rush and at the conference site some member forgets a cell phone, conference pass, perhaps medicine or Position Papers. Ten minutes of preparation the night before can save hours of worry the following day.

3.3.6 Delegation Size

The temptation exists to send as many delegates as possible to a conference, workshop or meeting. Remembering that we are nonprofit organizations, resist large staffs. In addition, many events limit delegation sizes. Not only that, but an NGO is limited on the number of temporary grounds passes that can be issued by its official representative.

3.3.7 E-mail Communications

It is very important to stay in touch with the entire delegation, so I recommend each member have a mobile phone capable of texting. Do not treat the texting or e-mails informally. As delegates get to know someone, the language tends to become

"familiar." That is natural but an e-mail is a written record – no less than a formal letter, and should be treated with respect.

Also keep in mind that parts of the conference building may have poor telephony. An example is the General Assembly in New York and some of the basement conference rooms. Cells phones do not always work there, though computers for delegations are in the hallways. As for the computers, I have found that many delegates leave their confidential instructions on the hard drive or in the trash bin without erasing the document, or perhaps leave themselves logged into their e-mail account. Doing that leaves one's entire strategy open to the world.

Ambassador Mary Mel French makes a good point that e-mail, being considered very informal, is often misused and accidents with it can seriously undermine diplomatic efforts, for example replying to all with a criticism when the intent is to only send to one. I have done that and it can be very embarrassing (French 2010). The same could be said of social networking sites like Facebook or Twitter, which are useful but can convey too much information and personal data that no one need know. Keep in mind that the people being negotiated with are likely researching the team as well. Every bit of data on the internet about a team member is potentially a tool to undermine positions. Paranoid as that might seem, it is true.

3.4 Amending Outcomes Documents

Always try to amend the Conference Outcomes Document, and if one is not proposed, recommend that it be created. If a delegation can insert its issue in such a document, perhaps saving camels in Asia, then it at least have an agreed mandate from the organizations that attended the conference, and from that mandate other mandates and international budgets can be built.

Case study: The 23rd General Assembly of the Conference of NGOs in Consultative Relationship to the Economic and Social Council of the United Nations (CoNgo), Geneva, 5–7 Dec 2007, at the International Conference Center in Geneva (CICG). For over 50 years, CoNgo has been an independent, international, nonprofit membership association of nongovernmental organizations. It facilitates the participation of NGOs in United Nations ECOSOC debates and decision-making. CoNgo is most active at the major UN centers of New York, Geneva, and Vienna, but its work stretches out to all regions of the world. In 2007, the head of CoNgo needed a key note speaker on Climate Change and as Climate Caucus had just been formed with me as the lead, she asked me to speak. Being asked to speak is always important, as it gives ideas exposure, but instead of just agreeing, I asked to include comments on the impact of the climate on livestock. She agreed, and also placed me in the drafting committee for the Outcomes Document (CoNgo Conference on NGOs 2007). The speech allowed me to push my NGOs priorities, and because I participated in the drafting committee, the *Call for Action* by the conference called for the following. Notice the elements on animal protection.

> "...24. Developed countries must provide, on a compensatory basis, the funding (in addition to the existing target commitment of 0.7% of gross national income) and technology needed to enable the poorest countries to adapt to the effects of climate change, especially to such effects in the areas of agriculture, water and disaster preparedness. *Sustainable animal care must form part of adaptation strategies to avoid endangering human cultures.* Women and civil society must play leading roles in the design and implementation of mitigation policies and adaptation strategies. These must include an agreed framework for action to create jobs and new commercial opportunities." In addition, the statement said "Civil society, encompassing NGOs, inter alia, social movements, women's organizations, farmers' movements, animal welfare organizations, should work with a wide range of key stakeholders including: UN agencies (e.g., ILO, UNEP), industries, employers, governments, investors and trade unions."

The following was also agreed to. "We should utilize the facilities that the DPI NGO process (as mandated by the 2007 DPI NGO Conference) offers in terms of civil society discussions, to make concrete proposals for action on climate change as a tool that allows civil society to identify what it is now being done to fight climate change and . . . Working Groups will manage the effort by focusing on areas particularly under the impact of climate change: e.g., gender, wildfires, *animal welfare*, water and indigenous people. The analysis will be transformed into recommendations to be submitted in a report to the UN Secretary General." The Secretary General eventually agreed to receive these in about 12 months. Climatecaucus.net then became a permanent location to stimulate the creation of new networks and facilitate networking among networks in order to maximize collaboration throughout our global community (CoNgo Conference of NGOs 2007).

That is a lot to accomplish out of one negotiation. Now one of the oldest NGO alliances in the world has as part of its official policy to support animal welfare. Any animal protection NGO in association with either ECOSOC or DPI should be able to use the 2007 statement to their advantage and effectively lobby with CoNgo for assistance.

3.5 Secretariat and Other Conference Bodies

3.5.1 The Secretariat

Conferences as well as International Organizations, the General Assembly, ECOSOC, and other bodies have Secretariats. Initiatives often do as well. The Chief of Delegation must get to know the Secretariat very well. Depending on the nature of the negotiation and the importance given to it by governments, Secretariats can be large or small. They are often made up of professional diplomats and international civil servants that provide continuity in the discussions as participating diplomats enter and depart with new assignments. I often go to the G77 Secretariat for advice on internal G77 rules or to set up appointments. As a Treaty is being negotiated, the Secretariat follows it, perhaps for years, staying

connected with what worked or did not over time. They serve the Chairperson who may even have an elected Bureau (committee of conference members) elected by the negotiating parties to preside over plenary sessions and working groups.

In the context of Conferences or Initiatives like UDAW, the true client of the Secretariat is the Conference or Initiatives, not their home agency. It is their job to find a way to success, though not to advance a substantive agenda. As a result, a secretariat can provide clarity to issues, be an effective mediator. The secretariat, through its Chairperson, will seek to find ways of stimulating collaboration between the parties. Therefore, if the animal protection NGO can appear to be useful to the goals of the Secretariat, the Secretariat can prove useful to the NGO at critical moments. In 2004 in the preparation for the WCDR, the United States, Great Britain, and others regularly coordinated efforts with the Secretariat in order to avoid duplication of efforts and to keep the Secretariat informed. In return, the Secretariat kept us well informed of preparatory developments as well, as it would have for any government who asked, especially regarding the roles of regional or interest groups like the LDCs (less developed countries).

Recommendation: The Chief of Delegation should introduce his or her team to the Secretariat, share goals, and ask for guidance. In a real sense, the Secretariat is there to help the initiative succeed, so if the delegation can convince the staff that its issues are important, of added value, the Secretariat will also help.

3.5.2 The Conference Chairperson

A delegation should make the effort to meet the Chairperson and Secretariat to impress them that it is in the conference to make a constructive contribution. They will remember the delegation then and think of it in a positive light, remember it when members put their hands up to be recognized. Sometimes, this kind of effort can pay even bigger dividends. In 2006, I attended the International Disaster Reduction Conference (IDRC 2006) in Davos, Switzerland, an annual risk reduction conference held by the Swiss Government in cooperation with other governments, the UN, the Red Cross, and civil society. At the time, I was the UN Affairs Director for a British animal welfare NGO and wanted to gain some significant exposure for animals, so well in advance of the event, I called on the conference host on a regular basis, impressing on him the link between reducing risks to animals and sustainable development for people. This eventually led to my being selected as an honorary conference chair, which in turn enabled me to present a major address on my topic to some of the most important risk reduction experts in the world (Roeder 2006). I was also invited to the VIP dinner to meet with the Governor of Harbin, China, who expressed interest in cooperation. That kind of success is rare, but it is doable if a delegation is prepared to be persistent. There was of course a benefit for the chair, in that our NGO was willing to advertise his conference to our member societies. It cost us nothing, but the return on our investment was huge (Amman 2006).

3.5.3 Credentials Committee and Rules of Procedure

Most major international conferences have some sort of credentials committee to make sure people attending have the right to be there, and NGOs are generally handled differently from national delegations. Assuming such a committee exists and follows normal practice, NGOs asking to attend will be asked in advance to certify that they are eligible, according to whatever rules were set in place in advance (usually on the conference website), and then to announce the Chief of Delegation, the Deputy, and other representatives, often called "alternate delegates or alternative representatives."

In some conferences, NGOs (especially those with ECOSOC accreditation) have the right to speak, even propose language changes to resolutions, which is a powerful tool to advance policies in support of animals. I have done that many times, even been accorded an NGO nameplate just as a national delegation would have. But this is not always the case. A delegation might only be allowed to speak in workshops or perhaps provide a short statement in plenary after national representatives and senior UN officials have spoken. The rules might also limit delegation size. Nevertheless, no matter how small, all of these opportunities are worthwhile tools to elevate NGO policies. In addition, they are significant networking opportunities.

Recommendation: Contact the Credentials or Rules Committees, or at least the Secretariat as soon as making the decision to attend, in order to sort all of this out.

3.5.4 Role of the Drafting Committee

What if along the way, a delegate becomes stuck on a contentious issue and no one seems ready to agree to words? This happened in the Tampere Convention negotiations in a later session in Finland. To resolve the dispute, US Delegation asked Singapore to lead a special drafting committee on the issue of contention. Singapore is famous for its skilled diplomats and this proved to be a good choice. The committee worked its way through the nest of problems and crafted language that protected all interests.

Drafting committees are challenging, draining experiences, often called word-smithing exercises. They take their own time. Quality is more important than speed. One member of the delegation should be in the drafting committee, if NGOs are allowed. Hopefully, the text is fairly simple, like the current versions of UDAR and UDAW. It may be, however, that the delegation is involved in a much larger effort involving many governments and NGO interests. It can happen that, as a group of competing texts emerge, none will work. In that instance, the Drafting Chairperson may seek a compilation text. This will be welded together by the drafting committee, will likely be unwieldy, and need refinement. Most of the time, the Chair will then insist that all future edits be proposed in writing. *Warning*: An animal delegation must be careful that its interests remain in the compilation text, even if the words are not the same. Unless the fresh wording destroys its interests,

the delegation must be willing to "work with the drafting committee." They are charged with finding a text that will be acceptable to the conference as a whole; therefore, the concepts must be packaged as central.

Sometimes edits are done live, the text thrown up on a screen, and participants then raise their hands and suggest changes. This is a great process but be careful to have a clear explanation for any recommendation. Any process of cutting and refining can actually create a complicated text simply because of unneeded verbiage. The delegates want to go to dinner and would not usually challenge anything strongly put. This can lead to a lot of words being inserted which if the document is not about animal welfare per se, seem satisfactory to the governments involved. *Warning*: Read every word so that animal interests are not accidently impaled. Animal protection NGOs must also remember that they are not the only ones around. At Rio, 15,000 private individuals were present. Further, similar NGOs do not always agree. At the 60th DPI/NGO Conference in New York, I led the drafting committee for an NGO statement on climate change and had to wrestle with NGOs for and against the use of nuclear power as a tool to fight climate change.

3.6 Administrative Officer

One of the principal assignments a Chief of Delegation must make is to have one or more officers follow administrative issues. Every member of the delegation should also have a substantive role, but this particular role is critical and should be led by one officer, even if several handle different aspects in a large delegation. The Administration Officer should be determined in advance.

3.6.1 Internet and Mobile Phone Communications

It is very important to maintain communications between team members, negotiating partners, and HQ throughout a negotiation; therefore,

- If an internet room is provided on the conference site, check the reliability of the connection?
- What mobile phone system is used? Should mobile phone be rented for each member of the team? In Somaliland, three different SIM cards go into the mobile phone. Some countries just need one and others two.

3.6.2 Visas, Maps, Currency, and Transportation

Frequently, no visa is required but if the delegation is made up of citizens of different nations, make sure they do not need a visa. Do not make the common mistake of simply obtaining a visa at the border. While many countries permit this,

like Dubai and Kenya, significant delays at the border can occur, as well as additional charges. In addition, a visa can be denied, due to some misunderstanding. If a visa might be needed, obtain it in advance, and if there is any chance the delegate may return, he or she should obtain a multiple entry visa.

Once the delegation leaves the airport or road entry point, transportation, currency, and maps will be needed. All of these should be obtained in advance by the administration officer if possible. The delegation may also have to buy currency at the border if the host country has a "soft currency" and then sell the remainder on departure at an unfavorable rate.

3.6.3 The Delegation Office

Small delegations may not need a formal office, but a large one or any delegation planning on a lot of meetings, perhaps a party, may find it wise to rent space and install equipment. An office can be used to stow large or bulky demonstration items like posters that would not fit in a hotel room. In some cases, the office will be on the conference site if a lot of use is expected during the day and in other cases at the hotel for after-hours work and meetings. This is a judgment and budget call. I have even had dedicated phones, TVs, and computers installed to enable 24/7 (permanent) phone contact with home base or the ability to write reports, have late hour meetings with the team, and watch breaking news. If a delegation can afford it, it should obtain a refrigerator for its own food and drink – much cheaper than a minibar, and healthier. Make sure there is plenty of bottled water on hand; but no alcohol (Figs. 3.3 and 3.4).

Fig. 3.3 Typical layout for a large delegation office © Lroeder 2005, Kobe, Japan. Nice long conference table, plenty of light, a toilet, a phone, and boards on which to write notes. Money is always a factor, but even in this simple setup, the basics exist. (c) Larry Roeder 2005

Fig. 3.4 Small hotel room layout: smaller hotel style office. © 2008, Larry Roeder

3.6.4 Learn the Compound Layout in Advance

UN compounds often operate in old structures. The FAO HQ is in the Mussolini era Department of Agriculture Building in Rome. The main compound in Geneva was the League of Nations, but some structures date from before World War One. UNESCO and Nairobi compounds are confusing, as is OCED in Paris, so if the delegation has never been to the building or compound, obtain a floor plan or find an escort; being late for meetings can kill opportunities.

New York's main compound is deteriorating, so as a result the UN Capital Master Plan (CMP) the entire complex is being renovated. Over half a century in age, the buildings are no longer safe or secure (UNGA resolutions 57/292, 60/282 and 61/251, and 62/87). With a projected cost over nearly $2 billion, the construction and renovation of the New York compound, begun in 2009, will continue for some years and impinge on NGO access, especially the ability to host meetings or social functions, and it is harder to display material. This is because of reduced available space and the right of national delegations to preempt NGO reservations.

3.7 Case Study of a Conference: Rio – The Earth Summit

Because conferences are a uniquely useful vehicle for advancing animal protection, the Rio Summit, the UN Conference on Environment and Development (UNCED), makes a good case study. Given that of the one billion poorest people, over 850 million totally depend on animals, it makes little sense that animal protection is not part of sustainable development. However, animal welfare NGOs cannot just look at a conference like Rio as an event. Like Rio, any conference should be seen as part

of a process. In addition, one needs to examine the organization that emerged or might emerge from a conference as a potential tool for our community, such as the Commission on Sustainable development (CSD) which rose from Rio, and existing agencies impacted by the conference like UN Environmental Program (UNEP). Any major international conference could do the same.

Rio's Outcomes Documents were the Rio Declaration on Environment and Development and two treaties on climate and biological diversity, an authoritative statement of principles on forests, and an 800 page document called Agenda 21. The latter was a compendium of guidelines and recommendations for policies and actions by governments, NGOs, and IOs on environmental, economic, and social issues. The documents were negotiated by 182 governments, with 118 sending their heads of state/government. Many tens of thousands of NGO officials also attended. This is the wave of the future, big conferences with luminaries in attendance.

Summits are not starting points. They usually follow a long line of conferences and meetings, and the 1992 Rio summit was no exception; therefore, it is important to get into the process early. For Rio, the process began with 1982 negotiations, leading to the 1985 Vienna Convention for the Protection of the Ozone layer, the 1987 Montreal Protocol on Substances that Deplete the Ozone Layer, and the 1990 revisions to the protocol. They were the first international agreements aimed at preventing harm to the environment. So, Rio has a legacy, but it also almost died. The Tampere Convention negotiations were stalled for a few days when the US delegation argued for text changes, but in that case, the delay was done in the spirit of reaching a consensus. At Rio, negotiations almost fell apart when the US government refused to sign the Biodiversity Treaty, intended to protect plants and animals. In addition, Arab delegates pushed for references to the plight of Israel's occupied territories, which while important to Middle East peace, were not central to environment. Oil exporting states tried to strip away language implying that petroleum was bad for the environment. Standing in the middle of that kind of debate, it may be hard for an animal protection NGO to be heard, which is why for some conferences, the sequential negotiating proposal suggested earlier should be considered. Such a procedure could allow animal welfare to acquire a fair, quiet, and detailed hearing in Ministries in advance of a conference; perhaps pro-animal welfare language might then be incorporated into instructions from Foreign Ministries to their delegations.

The Rio Summit also represents the increasing encroachment of complex interlinking negotiations requiring an understanding of culture, law, and science, to say nothing of a sweep of topics outside the normal orbit of animal welfare. The intellectual logistics of handling this kind of complexity can be formidable for any delegation, but these conferences also can offer significant opportunities to the NGO community. In 2008, I led a discussion with the G77 on animal welfare in New York. One of the scientific briefs was particularly compelling because it was simple and represented authentic scientific research. Dr. Jennifer Lanier, a protégée of Dr. Temple Grandin, a revered expert in animal welfare, used one slide to show that two cows raised exactly alike produced vastly different amounts of edible meat when slaughtered in a humane versus inhumane slaughterhouse. I have used the

same story and slide many times to illustrate that animal welfare is based on both ethics and science (Lanier 2010). Such a slide would also be useful in a post-Rio conference on food security or jobs protection.

The Rio process led to the 31st Session of the Intergovernmental Panel on Climate Change (IPCC) and beyond. It was not simply one event, and it was a process based on many years of work. For example, the Montreal Protocol alone took four sessions over 9 months. What this teaches us when considering initiatives like UDAR and UDAW is the importance of not looking at conferences as standalone events, but as movements, with stepping stones, each an opportunity for animal protection NGOs to inject their agenda, even if the overarching theme of the Conference process is not about animals. In addition, because so many different conferences are actually related, no one NGO can staff them all, although a major foreign ministry might do so through its Embassies and Missions. Therefore, we need a facilitator NGO which can help all of the other NGOs by following events in all of the conferences, and provide advice to the NGOs intending to attend, essentially help tie each diplomatic thread into one coherent fabric. Such a facilitator could be the International Animal Protection Center (IAPC).

3.7.1 Commission on Sustainable Development

As a follow-up to Rio, in December 1992, there was established the CSD as a functional commission to follow up implementation of the UNCED, also known as the Rio Earth Summit. Based at UN Headquarters in New York, the CSD is composed of 53 UN members, elected to 3-year terms. During its first decade, the CSD met formally 4 weeks annually to consider specific sustainable development issues and to promote implementation of internationally agreed development goals. At the 2002 WSSD in Johannesburg, governments called for specific reforms of the CSD, including limiting negotiations in the sessions of the Commission to every 2 years, limiting the number of themes addressed at each session, and having CSD serve as a focal point for discussing partnerships that promote sustainable development, including sharing lessons learned, progress made, and best practices.

Animal welfare NGOs in particular have found a home in the CSD through implementation of Agenda 21. Attention is drawn in this context to the global fight to end drift netting. In addition, attention is also drawn to SARD (Sustainable Agriculture and Rural Development) which gets us into the issues of good agricultural practices (GAP) for livestock production and crops. There is also SAFS at FAO (Sustainable Agriculture and Food Systems). Agenda 21 and SARD also gets us into sustainable land management and carrying capacity. Regarding drift netting, I have seen a lot of UN activity on this, including the Tarawa Agreement and the Wellington Convention. In 1989, a UNGA Resolution called for the elimination of drift net; and though driftnets have declined a great deal, they still exist.

At the CSD's 11th Session (Apr–May 2003), members developed a multiyear program of work to address a series of "thematic clusters" and cross-cutting issues

in 2-year "implementation cycles." The first cycle (2003–2005) focused on water, sanitation, and human settlement issues. The second cycle (2005–2007) focused on energy-related issues: energy for sustainable development, industrial development, air pollution/atmosphere, and climate change. The 2008–2009 cycle focused on agriculture, rural development, land, drought, desertification, and Africa. All of those cycles provided opportunities for NGO participation in the development of animal-friendly policies. Each 2-year cycle includes a nonnegotiating "review year" to assess the state of implementation and to provide a venue to focus on sustainable development partnerships and capacity-building activities. The second half of each cycle is a "policy year" to discuss policy options and possible actions to address the constraints and obstacles in the process of implementation identified during the review year.

Another way to look at CSD is the invention in 1992 of nine Major Groups of civil society with which it and the rest of the UN system works since the RIO summit. NGOs are one Major Group, but so too are Business and Industry, Children and Youth, Farmers, Indigenous Peoples, Local Authorities, Scientific and Technological Communities, Women, and Workers and Trade Unions. All of these groups provide in some way an intersection with animal protection interests, and each feeds into clusters of resolutions in ECOSOC and UNGA.

Chapter 4
Protocol

4.1 Introduction to Protocol

When starting to explore protocol, many believe this is about how to wear a white tie or where to put the seats at a formal dinner, perhaps about not wearing brown shoes after six or pearls in the morning if a woman, or not looking at a watch during a party, to avoid appearing bored (Boritz 2010). Those concepts are not what this book is primarily about; there are many excellent books showing how to handle a receiving line, how to set a table, etc. There are also some great teachers like Nancy Mitchell of Protocol Partners who trains national diplomats and NGO officials from around the world. This section received much advice from Ms. Mitchell, which is deeply appreciated because it is a summary of how to use customs diplomats are familiar with in order to advance animal protection. In addition, I drew counsel from officers in the Secretariat of the US Department of State, as well as the Office of International conferences and the Office of Protocol. I also consulted with the Protocol and Liaison Service of the United Nations and the works of Mary Jane McCaffree, a protocol specialist at the Department of State whose book has been a bible for diplomats for over 30 years (McCaffree and Innis 1977). A more recent and welcome addition to the essential collection is the book on United States protocol by Ambassador Mary Mel French, the nation's Chief of Protocol during the Clinton administration (French 2010). Finally, I am grateful for conversations with Joanna Morrini, Ceremonial Office, Protocol Directorate, Foreign and Commonwealth Office, as well as Moritt Boritz, a curator in the Danish National Museum (Fig. 4.1).

One of the most common statements about "protocol" is that the term comes from the Greek phrase meaning "the first glue." In addition, as McCaffree points out, rules of protocol go back as far as Cyrus the Great in Percepolis, over 2,500 years ago. Throughout history, even though the rules have changed, the intent has been the same, to help make and keep connections. It was also an early form of democracy, especially after the Congress of Vienna established the question of precedence for Ambassadors in 1815, ranking Ambassadors and thus any

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_4,

Fig. 4.1 Forms of meeting are important: photo courtesy United Nations framework convention on climate change, 2010

person of similar rank according to his or her date of service in a post rather than, as had been custom, according to the power of his or her country. Thus protocol is one of the most important tools for anyone communicating with a diplomat, rebel, military official, and even a local political leader to keep in mind because each of us is an important part of civil society, a voice for animals to a community dedicated to protecting people. In many cases, humanitarians cannot do their job without our help. A clear and effective interaction with governments and the UN system is crucial. The problem is that communication between governments and the UN with NGOs is often strained because many NGOs are considered to be informal, biased, and uninformed in protocol – even substance, but particularly in the ways of communication. Some are often called extreme, particularly those in the animal rights community, partly because if animals obtain rights, some politicians believe humans will lose them, an unfair assumption. To overcome that barrier, we must all be diplomats, which Moritt Boritz once said meant someone whose *personal characteristics are truthfulness, calmness, accuracy, patience, good humor, modesty and loyalty. More precise and workable skills like self control, an ability to formulate one's thoughts, an ability to read a situation, an instinct for discreet flattery and a talent for making contact with people are also important* (Boritz 1998).

4.2 Accreditation, Badges and Business Cards

Before attending an event or trying to go to a meeting at an international organization, the representative often must be accredited in his or her own right or work for an accredited NGO. Every conference or meeting has its own attendance rules; the

Fig. 4.2 Every organization has its own entry card and system. (c) 2010 Larry Roeder

admin officer needs to learn them well in advance. In addition, some conferences will limit the size of a delegation. On the other hand, though attending an event might require some form of accreditation, many NGOs and UN agencies also foster discussion groups on the Internet, which require no accreditation (Fig. 4.2).

4.2.1 Who Accredits NGOs?

Assuming accreditation is needed, which office does it? A common misunderstanding is that the United Nations as a whole institution accredits NGOs. Not so; the UN is a conglomeration of institutions: Organs, Organizations, Departments, and Agencies, each with its own badge system. In each case, to be accredited, the

Secretariat should be consulted. The delegation needs to quickly figure out which UN entity it will visit and then decide if it must be accredited in more than one city; some agencies have both NY and Geneva offices. If an NGO is accredited to either ECOSOC or DPI, the badge will allow access to most UN facilities, though special arrangements may also be required in cases like UNHCR. The Geneva and Nairobi compounds have their own badge systems. DPI and ECOSOC badges can also be helpful for entering the UN compound in Nairobi and elsewhere, but in each case prior authorization is required. Nairobi is home for the UN Environmental Organization (UNEP), which will be an important body for both animal welfare and conservation groups. In Rome, the World Food Program (WFP) and the Food and Agriculture Organization (FAO), both organizations any animal welfare body should work with, require separate grounds pass. Paris is home to UNESCO, which has conducted a number of collaborative projects with animal welfare bodies, as well as the Organization of Economic Cooperation and Development (OECD), and of course the World Health Organization for Animals (OIE), the last two of which are not under the UN. A separate ground pass is needed for each of the three. If an NGO gains accreditation to ECOSOC, the badge will allow its representatives access to compounds in Geneva and New York and many of the UN agencies in both cities. Access is also possible for the regional economic commissions. Authority to do this is granted by Article 71 of the UN Charter.

UN DPI: The relationship with the UN Department of Public Information (DPI) with NGOs is almost as old as that of ECOSOC. In 1946, The General Assembly, in its resolution 13 (I), instructed DPI and its branch offices to: "... actively assist and encourage national information services, educational institutions and other governmental and nongovernmental organizations of all kinds interested in spreading information about the United Nations. For this and other purposes, it should operate a fully equipped reference service, brief or supply lecturers, and make available its publications, documentary films, film strips, posters and other exhibits for use by these agencies and organizations." In 1968, the Economic and Social Council, by Resolution 1297 (XLIV) of 27 May, called on DPI to associate NGOs, bearing in mind the letter and spirit of its Resolution 1296 (XLIV) of 23 May 1968, which stated that an NGO "... shall undertake to support the work of the United Nations and to promote knowledge of its principles and activities, in accordance with its own aims and purposes and the nature and scope of its competence and activities."

NGOs should try for ECOSOC and/or DPI accreditation, keeping in mind that not all UN agencies accept their badges, e.g., UNHCR in Geneva and UNICEF in New York, but be prepared for delays, as much as 2 years for ECOSOC and 6 months for DPI. For ECOSOC, there are limits on how many passes can be granted for a full year of access. If a staff member will only visit once a year, it is probably better for that person to use "day passes." "Each NGO in consultative status with ECOSOC can designate representatives to obtain passes for the UN premises, valid until 31 December of each year. A maximum of 5 such passes can be issued for New York, 5 for Geneva, and 5 for Vienna, in addition to the Chief Administrative Officer (CAO) and the President or Chief Executive (2 additional passes)."

It is also important not to abuse badges. Many NGOs have tried to use their DPI or ECOSOC pass to gain entry to emergency/disaster compounds in Haiti, Africa, and elsewhere. While this might work from time to time, it is illegal and the authorizing authority might remove the badge for use anywhere. On the other hand, the DPI or ECOSOC pass can authenticate bona fides, making it easier to obtain a local pass.

4.2.2 Business Cards

Whether meeting people in official meetings or social events, an NGO representative should have a bright, understandable business card. When abroad for a major event or an extended time, the back of the card should be in the language of the visited country. When stationed in Bangkok during the Nargis crisis, my card was in English and Thai. The card's contents should include name, position, the NGO's name, and contact information. Business cards usually do not include honorifics, i.e., Mr., Mrs., Ms., or Dr., except for military ranks. (MD or PhD would follow the name when appropriate). Society association letters are not needed in the United States, but this practice may vary in other countries and the British Commonwealth.

4.3 Politeness, Trust, and Respect

4.3.1 Be Crisp, Articulate, and Respectful

Conferences offer many opportunities for animal protection delegations to speak in front of Ministers and Ambassadors, and conference workshops are handy for fleshing out concepts and building working level contacts. Keep it crisp. Too often, speakers read every word of a PowerPoint presentation, or send an overlong report to HQ that does not truly capture the essence of what happened. If a delegation wants to influence, not just participate, it must translate complex concepts into clear, practical explanations and recommendations.

Keep in mind that nonnative speakers in the delegation's language might fail to fully grasp what the delegation intends. Keep the vocabulary straightforward and speak slowly. A native speaker may think that he or she can choose the right word in a second, but politeness dictates that he or she gives the others time to work it out.

Do not jump in with the right word all the time. Let others develop their own ideas and particular choice of phrase. Otherwise, the animal protection NGO will appear to be dominating the discussion. Sometimes the best approach is to use like-minded NGOs or UN member states to make the animal protection NGO's point. Remember that some delegations love being the one which finds the right

compromise phrase or word. It is not about who receives credit. It is about the initiative moving forward to save animals.

One of the hardest things to teach a negotiator is to speak little and listen a lot. Whether at UN HQ or in the field, the person with whom a delegation is meeting is probably anxious to tell his or her story first, so let him or her. That shows sensitivity. Listening also provides an advantage since every time a delegate speaks, something is revealed about the other's knowledge and thinking process. Let the other side reveal themselves first. Listening also reduces tensions.

Leave prejudices behind, especially a lack of trust. Within reason, if a rebel promises something, he or she usually will keep his or her word, since he or she may want to come back for something else later on. If a team brings trucks of feed for cattle, it might mean the NGO can arrange for trucks of food for people. On the other hand, a delegate should not make the mistake of understanding of where the other is coming from. The rebels will certainly be insulted. In Haiti, as I write this book, women are forced into prostitution for 50 cents just to buy food. In Sudan, I regularly saw villagers whose feet had been blown off from land mines and in 2010 I regularly saw people in Somaliland living in terrible conditions. How can we possibly understand their plight? In my last days in the US Army while going through the International Chiefs of Police Academy (IACP) training at Fort Bragg, I had to join civilian police patrols. One night I was faced with a drunken man holding a broken glass bottle which he waved around like a weapon. He was also surrounded by other drunks. The bottle could have sliced a throat open in a second. My first words were a mistake, something along the lines that I understood where he was coming from. The drunken man blew up and lunged, saying I had no idea! He was right. I then said that I could see he was in pain and asked him to tell me what was wrong. I had to ask several times, but he finally calmed down, and eventually, his anger spent, he gave up the bottle. Listening is empathic and shows trust. Let the other person talk.

Smiling is important. A delegate need not worry about knowing anyone, but smiling keeps one alert and reduces tensions. It is also tougher for others to be confrontational if a delegate is considerate, even with staff that do not perform up to expectations. Never berate a hapless hotel clerk or waiter who makes a mistake, or lose your temper at a meeting. We will often have to take hard positions, strongly disagreeing with someone else's position. If a delegate smiles, other delegates tend to smile back, and treat his or her point of view with deference. Never criticize someone in front of another diplomat unless it is accepted that the one being criticized will hear about it.

4.3.2 Loyalty and Trust

Friends are not hard to make in the UN, in governments, or in multilateral bodies. Indeed, as trust is built with diplomatic missions, officials will help in immeasurable ways, but remember that a contact's first loyalty is the agency he or she works

for. Everything said, even in confidence, will be repeated. This does not mean that lies are appropriate, however. If you cannot promise something, do not. If you do promise something, complete the task. As an example of what I mean, General George Marshal, usually considered the architect of the war in Europe during World War II, had to build trust with allies and potential adversaries. Even Joseph Stalin said he would trust his life to Marshal. Even if a delegate strongly disagrees with the policies of the official with whom he is working, if trust exists, listening will happen (Abshire 2005).

Be careful of gifts and gift-giving. NGOs often leave medallions and certificates, free advertisements for whoever goes into the office. That is fine. Also fine is giving flowers to a helpful delegation, but receiving gifts is generally a bad idea, especially large ones. However, if gifts cannot be refused, they should be accepted in the name of the NGO. This happens a lot in the field. Former Secretary General Kofi Annan showed how to do this in 2008 when Charles Garang, a rebel leader I worked with in Sudan, offered him cattle. Understanding that to refuse the cattle would have insulted the leader, Annan said "*I accept these cattle and would urge your leaders to keep them for me until that proper time when I would ask that they be slaughtered to feed the widows and children who have suffered so much through this conflict*." Like Annan, find a clever solution that fits the culture (UN 2005).

One of the most common gifts is coffee or a meal. Though normal and an opportunity to quietly reflect on an issue, be aware that some governments place limits on the value of the meal being offered, lest it appear to be a bribe. I have also found that the carefully selected bottle of wine or bunch of flowers can be an effective tool when invited to someone's home or in recognition of someone's efforts, but it is very important that the cost be modest and proportional to the deed. If wine is the gift, first make sure the recipient actually drinks alcohol. Also keep in mind that we are charities and that our monies are supposed to be used for the benefit of animals. As an example, I have often provided flowers to staff officers in the UN and diplomatic missions who went out of their way to be helpful. In one case, I had been trying to attract the attention of an Ambassador for 2 weeks with no success. I know she was very busy, but it was essential that her mission host a meeting of delegations. Finally, I sent her flowers. She called that evening to apologize for not returning my emails, engaged me in a long conversation about the initiative, and agreed to host the meeting. $30 of flowers delivered by myself to the office worked, but if I had spent $100, this would have been excessive.

Another common gift is a large coin to be placed in an Ambassador's office. The Ambassador will feel honored and every time the coin is seen, it turns into a free advertisement. Stay away from pens. Even something as simple as bringing a gift to the host can be tricky. Many rituals and customs often surround the meaning of gifts. The type, color, and number of flowers, for example, may have a hidden meaning. In Italy and China, mums are funeral flowers; think twice about bringing them to a dinner party. But in Japan, placing a single petal at the bottom of a wine glass brings long life. A guest may be expected to bring a small gift, or it may be better to bring nothing at all. Once again, asking colleagues and coworkers about local customs will be most helpful.

4.3.3 Perceptions of NGOs

NGOs have been participating in the activities of the UN and other International Organizations for decades, but the record of accomplishment has been uneven, which is why not every government or IO takes NGOs seriously. The truth is not all NGOs participate in a professional way and not all are democratic in nature. Some overstate their success, not recognizing that initiatives that succeed in the UN, for example, are a result of government action, as much as it is civil society. Despite that, 99% of all NGOs bring enormous talent and knowledge to the floor, as well as focused zeal, often beyond the capacities of governmental delegations. One need look no further than CITES and the Land Mine Treaty to understand the importance and intellectual weight NGOs can bring (Fig. 4.3).

The recommendation is that even though some of those with whom an animal delegate negotiates or lobbies with will disagree with our principles or come from an inhumane perspective, be respectful of their culture and point of view. This does not mean being dishonest or not disagreeing. We are here to change behavior patterns regarding animals, but perceived cultural arrogance, provincialism, ethnocentricity, the inability to understand nuances in foreign countries, and the belief in the superiority of one's attitudes can undermine the ability of any delegation to change the rules for animals, place proposals into a broader context, or foresee problems. As an example, if the other delegate wishes to use the term Less Developed, let him, but it is best that as much as possible, animal protection delegations avoid the term.

In a village in Africa it is common for people walking by to look at the car window. The question is asked who is really developed, the person who has to drive a car to move around or the people outside, who are willing to walk. It is all a matter of perception, and while everyone wants a better life, no one likes to be described as under-developed. Just step onto a Native American reservation. They are a proud,

Fig. 4.3 NGOs are often seen as unruly. (c) 2008 Larry Roeder

ancient people and many believe in traditional values and ways of life, which they feel are more developed than that of the rest of America. Such views must be respected, even when the discussions turn complex.

4.4 Receptions and Personal Entertaining

Animal protection officials should make entertainment a regular practice, not just at conferences, but as part of the "business of business." Inviting local diplomats and government and UN officials widens one's circle of friends among officials and private citizens who might advance our agenda or even identify donors. It also facilitates the informal exchange of information, affording others an opportunity to hear our views. An NGO needs to keep in mind that they want the guests to invite the NGO's staff to their home, to meet their influential friends (Figs. 4.4 and 4.5).

Of course, when planning the event, carefully consider whom to invite and how formal or informal to make the event, as well as local customs. Invite higher-ranking officials. Their schedules will be tight, but they still might consider a change of pace. Events need not be large, elaborate, or expensive. In many situations, a simple lunch or a backyard barbeque is more effective and enjoyable than an elaborate dinner or reception. The home is a great place for an event.

Before considering holding a significant social event like a reception at a conference, question whether it will significantly influence voting, or in the case of a bilateral meeting, will it build support with the host government? If the expense is not likely to build such support, consider joining other receptions. While holding a function can look appetizing to supporters, in these times of financial stress, if the

Fig. 4.4 Informal receptions are useful when networking with policy makers. (c) 2010 Larry Roeder

Fig. 4.5 Proper seating is also important photo courtesy of Nicholas Roeder

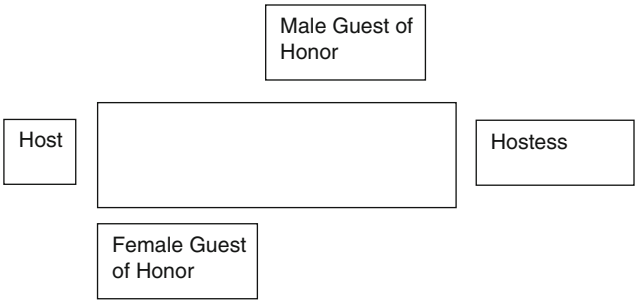
event is not going to change votes, it is more prudent to use those funds elsewhere. Some NGOs want to consider receptions because they give an appearance to the donors that the NGO is successful or powerful. While photos at a diplomatic function can produce the appearance of a vibrant, effective NGO, such pictures are not more effective than well-written reports to the donors on progress. There is a risk that such events will become propaganda, not cost-effective tools that actually help animals.

4.4.1 Consider the Following at Personal Events

- Is the proposed date appropriate, i.e., not a holiday or the date of scheduled entertainment by others in office that might conflict?
- What is social time in the host country? Will guests tend to be on time or late, by custom?
- Weekday evenings are the most common times for official entertaining, leaving weekend days and evenings for families.
- Review plans in terms of local food and drink preferences and entertaining space.
- How will the weather impact the event?
- What are the language abilities of proposed guests?
- Make a guest list that allows for both entertainment and policy advancement.
- Each member of the NGO should also have target guests to meet and discuss issues with.
- Invite diplomats and policy makers who might not share our opinions, not just the already convinced.
- When sending an invitation to a formal event and/or official function, use official stationery cards, followed by a telephone call. It is also acceptable to extend an

invitation by telephone and to send a reminder card as a reminder, but sending the card in advance gives guests who might not immediately be prone to attend an animal protection event a chance to read why they should attend, perhaps to meet a national figure in the movement.

- Make arrangements well in advance if equipment is to be borrowed or extra helpers hired. Include security and parking arrangements here, if appropriate. During a Presidential campaign, I hosted an event in my house. We used volunteers to organize local parking so that it would not be disruptive to our neighbors. After all, I had to live among them later on.
- For formal affairs, consider appropriate seating arrangements by taking into account the order of precedence of individuals in attendance. If confused, consult a professional protocol firm.
- Design seating arrangements after people arrive, not in advance, since some people would not respond, but attend anyway or accept but not attend. Invited guests will sometimes bring uninvited guests or arrive late. When it is crucial to have an accurate guest list, telephone the invitees to ask if they will attend.
- Name tags can be very useful for large informal events.
- Place cards are used for formal dinners. When doing so, follow the rules of precedence. The male guest of honor sits to the right of the hostess and the female guests of honor to the right of the host. If there is no plan, invite the most important guests to the host's table. These are done in order by social ranking. For guidance on ranking, refer to any number of textbooks on protocol. The rules vary by country.



- Informal parties could be family-style meals, buffet lunches, barbecues, picnics, and teas.
- Even though informal entertaining is relaxed, keep in mind that the NGO staff is working. A backyard event involving hamburgers and cold drinks requires as much thought as a white tie State dinner. This is something any spouse of a diplomat will say.

- Make sure to invite staff and friends from the animal protection community and move the guests around so they can talk to different people, have a good time, while sharing ideas on how to improve the lives of animals.
- A buffet service is an excellent format for breaking down formalities.
- Some guests do not like to eat from lap plates, so tables are a good idea, but keep them to no less than six, in order to stimulate conversation.
- Before leaving a social event, thank the host. Do not depart before the Chief of Delegation.

4.4.2 Use of Alcohol

Many animal protection NGOs have rules against paying for alcohol drinks. Some do not allow alcohol drinks at all at a function, even if the staff buy with their own money. While that is an internal matter for any NGO, it is essential to realize that alcoholic drinks are often served during diplomatic functions at the UN, the Red Cross Movement, the EC, and the World Bank. The main exception is an event in an Islamic culture. However, no one is going to force a delegate to drink or think less of the official for not drinking, unless the officer is in Russia or Japan where delegates are expected to drink, or at least take the alcohol that is offered and pretend to drink.

Depending on the circumstances, my own practice is to quietly avoid alcohol at social events, perhaps only sip a glass of wine or a highball glass of mineral water and lime, the theory being an official event is work, not vacation, and the head must be kept clear. That method has much precedent (House 1926) and is increasingly normal. The real rule is never to overindulge at an event. If someone does get drunk on my delegations, they are generally sent back. That said, as with most things in life, rules are guidelines and not always applicable in every culture or situation. The only rule not to break is common sense.

4.4.3 Food at Receptions and Other Social Events

Few issues are more controversial for animal protection NGOs than food. Of the NGOs surveyed for this book 60% were staffed by a mix of vegans, vegetarians, or omnivores and the rest by one or the other. Some do not offer meat in official functions and some allow it. In deeper discussions, we found significant detail in the kind of meat allowed. For example, a 2003 WSPA policy paper on the topic provided to me in 2010 by its author, Philip Lymbery, now CEO of Compassion in World Farming, defined what vegetarian, omnivore, and vegan meant for WSPA. Beyond that, it also defined specific meats that could not be eaten, namely farmed fish and ostrich (Lymbery 2003). Some limits on meat eating have to do with

cruelty and other simple ethics. Some believe a human cannot love animals and also eat them.

Regardless of any internal food policy, NGOs wishing to work with International Organizations must be sensitive to local culture and understand that 100% of IOs are a mix of omnivores, vegetarians, and vegans. This does not mean organizational standards need to be breached, but if meat would not be offered, this should be noted on the invitation card. Since guests very likely will have a mix of dietary requirements, invitations should be accompanied by a response card that allows the guests to note their requirements. At the reception, the food can be labeled vegan and/or vegetarian or meat, fish, and dairy produced from an approved animal welfare source (or announce at the appropriate moment that all meat, fish, and dairy food has been sourced from the highest available animal welfare approved products – and if such products are not available then one should stick to vegan/vegetarian products) (Davies 2010; International Farm Rescue 2010). Local cultural norms should also not be violated, e.g., providing pork or alcohol in a Muslim or Jewish gathering or beef at a Hindu party. To be polite, a delegate should accept offered food, but if the official has some dietary restriction, let the host know in advance. If a delegate cannot try a portion, perhaps meat for a Vegan, just refuse with a simple explanation. Even an omnivore should not consume inhumanely raised or slaughtered food. However, if those rules do not present a problem, do consider new foods as an opportunity to explore a new culture and show it respect. Also, keep in mind in some cultures all of the served food should be eaten; in others a small portion is left on the plate.

When offering animal products, the question is then raised, what are humane standards? This is an important question not only because it speaks to our core beliefs, but also as a tool to convince international power brokers of the value of our convictions; a reception illustrates a way of life. As to which humane standards to chose from, there are many different versions. In the USA, the following food certification programs address animal welfare: National Organic Program, Animal Welfare Approved, American Humane Certified, Certified Humane, Food Alliance, and the Global Animal Partnership (associated with Whole Foods Market). This can be confusing, as there is a moderate amount of deviation between the standards of the different programs. Some represent high welfare while others a more basic level. Since guests may ask, it is important for the host to be able to explain the standard used, and provide a fair explanation of its rationale, as well as a general understanding of the other standards. The list of standard programs just provided is from the United States, though Global Animal Partnership's board is currently headed by a British NGO. The UK has its own programs ("Freedom Food" is the chief one), and in Canada the primary food certification sources are the Canada Organic Program and the Society for the Prevention of Cruelty to Animals (SPCA) Certified program of the British Columbia Society for the Prevention of Cruelty to Animals. Unfortunately there is little harmonization, although two of the US programs (Certified Humane and American Humane Certified) are based on the UK's Freedom Food program, so those three are fairly similar. The UK's Soil

Association has a longer standing welfare scheme than the Freedom Food one, and according to IFAW it is the stronger standard (Milburn 2010).

When trying to explain things to guests, one approach might be actually to offer a formal explanation during the event for everyone to hear, use the existence of standards as an oral advertisement of our lifestyle. The explanation might say that "*Food should be sourced from producers/suppliers that have been certified by either an organic or an animal welfare food certification program.*" For reference, perhaps cite the standards of the Animal Welfare Approved and Certified Humane programs, which are readily available on the programs' websites. That would work for Canada and the USA. However, some country's organic standards do not address animal welfare concerns, or do so in a very limited fashion. Further, no humane food certification programs currently exist outside of the USA, Canada, and parts of Europe. In Australia and New Zealand there is distrust of labeling, but a desire to eat humane food, so to help in those countries, the RSPCA is advancing a tool called *Shop Humane Food Finder*. In essence, this is an effort by the RSPCA (Australia) to educate consumers about RSPCA standards, *RSPCA Approved Farming, Good Egg Awards*, *and Choose Wisely*, where their food comes from, and to increase demand for higher welfare products through its Humane Food programs – (Jones 2010, Oct 7) (RSPCA Australia). Note: The Australian RSPCA has developed a welfare approval scheme for eggs and pork. Others may follow (Phillips 2011).

One serious problem is, of course, that animal protection work is seriously needed in the developing world and it may be important to host an event with animal products in such a country in order to garner support. The recommendation here is that if the decision is made to offer animal products and none are available which follow the certification standards already proposed, foods should be sourced from producers using free range or pasture systems.

4.4.4 Use of Decorations

Many NGO officials are former military or government officials, perhaps former officials at International Organizations. It can be appropriate, even advantageous, for these NGO officials to wear their decorations at a diplomatic function. French suggests only doing it when the invitation says White Tie or Black Tie, with decorations, and then correctly points out the order of decorations (French 2010). My experience has been more flexible, in that decorations have always been welcome at either Black Tie or White Tie events, that it is not required that the invitation allow them but keep in mind that most decorations are issued in two forms, one for day uniforms and one for tuxedos. Wear the smaller tuxedo variety in the correct order and make sure the delegate wearing it was awarded the decoration. In the United States, wearing unauthorized decorations can be an offense under the Stolen Valor Act of 2005. In addition to legal issues, the taking on of unauthorized titles or wearing unawarded medals is considered a serious breach of protocol.

Fig. 4.6 Large ribbon and medal for day suits. Small ribbon and medal for dinner jackets. Small ribbon for either. (c) 2010 Larry Roeder

Every country has its own rules. A delegate wearing ribbons should wear them in the order of his or her own citizenship (Fig. 4.6).

White tie events are the most formal of evening dress events in Western society, whereas a black tie event is a normal evening affair. White House events are known to have both, and full State dinners are often white tie since the host and guests of honor are either heads of government or heads of state. Most formal events from inaugural balls to weddings to special receptions are usually black tie. For men the jacket can be either black or white.

4.4.5 Flag Protocol

An NGO wishing to hold a reception or meeting for many missions may find it useful to display national or organizational flags on a wall or walking path. Keep in mind customary rules when doing this and that flags change. One approach is to consult with the UN in New York which has a flyer on the order of flags (Protocol and Liaison Service, United Nations 2010).

Be accurate. In 2010, I attended a formal briefing and reception for the Foreign Minister of Somaliland at a hotel in Virginia. The event had not started quite yet

when I noticed something odd about the flag of Somaliland. It turned out the hotel staff had accidently turned it upside down, which is the international sign for distress. This kind of error is common, especially for horizontal tricolor flags. My recommendation is that the delegation possess a manual of flags. Even governments make this kind of mistake. In 2010, the U.S. government had to admit to an "honest mistake" when it displayed an inverted Philippine flag – which wrongfully signified that the Southeast Asian nation was in a state of war – in a meeting hosted by President Barack Obama, no less. The Philippine flag was displayed upside down behind President Benigno Aquino III when leaders of the Association of Southeast Asian Nations met Obama in New York (Associated press 2010).

4.4.6 Other Issues at Receptions

Events held in a UN compound are often possible, but if after hours, there will be an extra security fee. All guests will be required to have a grounds pass.

- When inviting VIPs, "staff the invitation," meaning call the Mission or office and make sure that the assistant of whomever was invited receives a hard copy. If the NGO doing invitations has volunteers, do not mail any invitations, hand deliver them a month to 6 weeks in advance. That is a lot of work, but if the guest is important enough, he or she is important enough to verify receipt of the invitation.
- Event Address: Make sure the invitation has the right address, time and date. Human errors happen. I remember once suggesting to an NGO that they hold their reception in a hotel across from UN HQ and volunteered to make arrangements, but the HQ wanted to do it because it handled the budget. Unfortunately, HQ staff (not familiar with New York) used the address of another hotel with the same name on the west side of Manhattan. The UN is on the east side, so the invitations had to be redone. Human errors will creep into even the most organized event; so it is best to have a local person manage such matters, and if possible have on the delegation one officer with that responsibility.
- Mission Address: Publications exist in every capital, in New York and Geneva showing who represents what Mission or Embassy and their address and contact information, but it has been my experience that these items often change without warning (Ad Hoc Working Group on Informatics 2010).
- Reserving Rooms: Reserve a room for meetings or receptions 6 months in advance; national delegations and NGOs are doing the same. Be aware that if the Secretary General or a national delegation wants the room, they will prevail, so have a fall back off-site venue.
- Catering need not be problematic. UNHQ in New York, UN agencies around the world, the Red Cross movement, the EC and the World Bank in Washington all have contracted catering services, called concessions. Animal protection NGOs

should host receptions because it is a great way to build exposure, but remember to work with the concession, which may require using their food and cost structure – for reasons of security. Concessions are however used to international audiences and should be able to handle any diet.
- Have a backup plan: Arrangements should be made prior to departure by the delegation, keeping in mind the budget, since catering can be very expensive. Determine if rooms are available at the conference site or hotel, nearby restaurants, and in the case of the conference site if the conference caterer must be used.

4.4.7 Responsibilities of People You Wish to Meet at a Reception

4.4.7.1 Make a List of People You and Your Staff Should Meet Either at a Personal Event or an Official Reception

- Does the official have a topical responsibility, e.g., sustainable development or agriculture, or perhaps the Security Council? Time is limited at a reception. Give priority to those covering critical issues.
- An Ambassador symbolizes his or her country's sovereignty and is the personal representative of the head of government/state. Irrespective of the personal relationship an NGO representative might have with an Ambassador, everything said to this person is likely to be reported back to the Foreign Office/Ministry/Department of State. There are no off-the-record conversations.
- Ambassadorial duties include negotiating agreements (though often only with authority from the capital), reporting on political, economic and social conditions, advising on policy options, protecting national interests, and coordinating the activities of government agencies and personnel in the country. The point on authority is particularly pertinent to the animal protection community. If an Ambassador or some other official does not have instructions to support an NGO's cause, they might not have the liberty to be of help, no matter what they might say at a social event. In those situations, my best advice is to (a) ask to keep them up to date/brief on an informal basis and (b) lobby the Foreign Ministry to provide instructions. Remember that regardless of the topic, without instructions from the Foreign Ministry, officials at an Embassy or Mission cannot do much.

4.4.8 Hierarchy of Ranks

In the American system, the President decides who is an Ambassador, and this person must be confirmed by the Senate. In the UN, goodwill Ambassadors are

created, but they only use that specialized title while serving in that capacity. In the British system, the UK Government uses the title Ambassador for the person formally accredited, through agreement by Her Majesty The Queen and the receiving government, as a head of a diplomatic mission in a non-Commonwealth country. In British Commonwealth member countries, the head of mission is known as a High Commissioner. There are a few exceptions, one of them being the Permanent Representative to the UN in New York who is also called Ambassador. Because the term Ambassador has a special meaning, it is considered inappropriate for an NGO official to use the title unless he or she earned it in some other capacity. Exceptions are found in a number of European countries which use the title in an honorific fashion and in some countries that permit individuals to retain the title of Ambassador once their tenure has finished (Morrin 2010). Another exception are terms like goodwill Ambassador or Animal Day Ambassadors, where the intent is clear. However, these individuals are not called Mr. or Madam Ambassador, simply Mr. or Mrs. (last name).

Instead of using first names, always use the courtesy title unless otherwise invited. Ambassadors are addressed as Mr. or Madam Ambassador, Ambassador Jones, Sir or Ma'am. Some countries do allow an Ambassador to keep his or her title after retirement, but this is not always the case and so NGO officials who used to be Ambassadors should avoid using the title unless they are certain the practice is authorized. Officials below Ambassador are called Mr., Ms., or Mrs., if marital status is known. Military officials go by rank, unless retired, then are called Mr. or Mrs., except for field and general grade officers. Those officers are generally allowed to retain their titles, in order of precedence.

The following is the American order of precedence: Ambassador Extraordinary and Plenipotentiary; Ministers; Chargé d'Affaires; Minister-Counselors; Counselors (or Senior Secretaries in the absence of Counselors); Army, Naval, and Air Attachés; Civilian Attaches not in the diplomatic corps; First Secretaries; Second Secretaries; Assistant Army, Naval, and Air Attachés; Civilian Assistant Attaches not in the Foreign Service; Third Secretaries and Assistant Attachés. When a country has more than one Ambassador posted to multiple missions, the order of precedence among them is determined by the customs of their country. Keep in Mind that officials not in the formal diplomatic corps are also diplomats if they hold a diplomatic letter or a diplomatic passport and are on assignment (Figs. 4.7 and 4.8).

4.4.9 Invitations and Greetings

As the diplomatic community gets to know an NGO, invitation to receptions will follow. Cultural differences abound in issuing and responding to invitations, so it is often best to consult with local authorities in advance. As a general rule, unless the invitation is addressed to other family members, they are not invited, including the spouse. Do not bring someone you are dating to a working event, unless allowed.

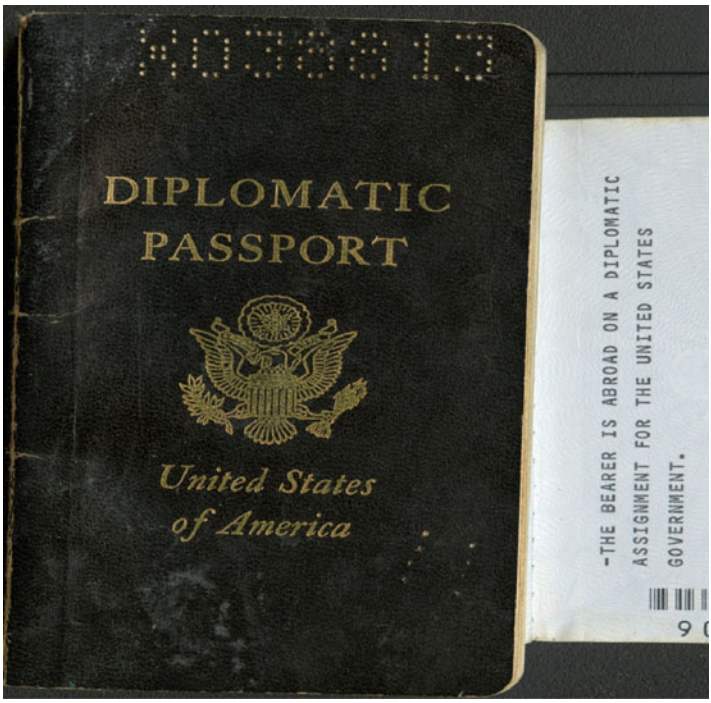


Fig. 4.7 Note that the bearer not only carries a diplomatic passport, but also is on a diplomatic assignment. (c) 2011 Larry Roeder

Do respond by phone within 2 days of receiving the invite. If the card says "regrets only," no response is needed unless you cannot attend. In that case, it is important to regret. If the card says "rsvp," *always respond*.

4.4.10 Greetings and Forms of Address

I suggest learning a few common greetings as well as some food vocabulary in the host language in order to get through informal social situations. Be aware that cultures can vary dramatically in how they greet people. In Albania, people nod for no and shake their head for yes. Bows, handshakes and kisses, and other forms of friendliness can be decidedly different. In the Arab world, it is not uncommon to see men showing affection or holding hands while walking. The appropriate distance between people can be quite different than in the West. In China, people stand close in order to show trust. The best advice is to ask about such customs in advance, so not to be surprised. When confused, just ask during an event. Hosts are always willing to respond to a guest who expresses honest interest in their culture.

Introductions are an important part of any event, to exchange names. Keep it simple "Mrs Clinton, may I present Mr Lewis" is used in formal settings. In an

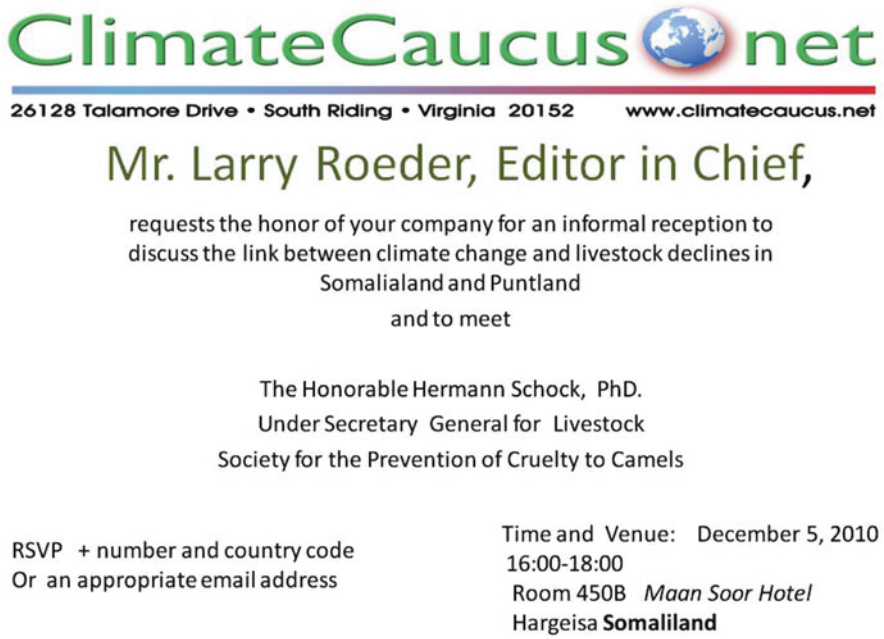


Fig. 4.8 Typical invitation card format in UN circles, but feel free to use any format so long as the basic elements are on the card. Simplicity is usually best. © 2011 Larry Roeder

informal setting, try Mrs. Clinton, Mr. Lewis." Do introduce yourself but just use your first and last name, never an honorific. It is also important for a delegate to add context that he or she is representing an animal protection NGO. "Hello, I'm Dana Seagrams, Director for Disaster Management in the Society for the Protection of Camels in Gambia." Every culture has a way of asking how someone is and responding. Learn them, and keep in mind gender. When asking a male how do you do in Hebrew, it is Ma shlomkha? To a female it is Ma shlomekh? Smiles and a casual hello can be appropriate in cocktail parties. When introducing several people, start with the person of the highest rank and women. I also suggest that any NGO attending diplomatic functions have a set of stories to tell that link humor and the mission of protecting animals, stories that seem naturally told and are memorable (unless meeting the same people often!).

- When making introductions, tell each individual a bit of information about the other; this encourages conversation
- Rise when meeting anyone or being introduced
- Learn the rules of greeting and leave-taking. Failure to use them is considered a serious breach of protocol and extremely rude

I often forget names. If that happens, do not panic. "Good evening, I'm Jim Smith of IFAW. We met last year did not we at the Navajo Indian conference in Window Rock on indigenous agriculture? Great to see you again." This reminds the

other of the first meeting, provides a context in which to respond, and likely the delegate will reintroduce himself. In other words, when unsure, begin by assuming the other does not remember you either. Give them a clue. On the other hand, if the referenced earlier meeting was wrong, this is not a problem. The other delegate will simply correct the error and likely provide lots of information.

4.4.11 Thank You

Rituals surround thanking someone. Always thank hosts the following day in writing or by phone. Email thank you's do not replace written ones. They are also signed without courtesy titles (i.e., Larry Roeder, not Mr. Roeder). Local custom might allow gifts in certain circumstances, but I recommend sticking to a hand-written note. Thank you notes are not simply routine. They are read and in some cases can reap major rewards. In 1972, the President invited me and the other members of my office to a reception honoring Ambassador Philip Habib. Our staff had supported him during a dangerous mission to Lebanon. I sent a hand-written thank you note the following day to the President and First Lady for inviting us into their home. A week later the President called me to chat. I learned later that I was only one of a few who actually used hand-written notes. All received personal calls from the President.

4.4.12 Being a Guest

- Parents may be reluctant to leave children or pets behind when attending social functions; however, neither may attend unless invited. Informal gatherings may be different. If the event does include children or pets, the invitation will make it very clear. Never assume either is welcome.
- To avoid looking bored, do not look at a watch.
- A guest being toasted should remain seated and does not drink to the toast. However, the guest does make a reply and offer a toast to the host.
- Leave a party at a reasonable hour (varies with each country). Leaving early is better than overstaying; do not depart prior to the Chief of Delegation. Briefly thank the host before departure.
- There are cultural differences about casual conversation. Knowing what is appropriate and what to expect helps avoid problems. Though rude in America and in many cultures, in the UK, I have been asked my age and income, so do not be offended. However, do not feel compelled to offer personal information. Even when working in a culture where these questions are permitted, do not ask them. Discussing children or food is rude in some cultures, not others.
- Keep casual conversations brief and mingle, meet as many people as possible.

4.4.13 Local Concept of Social Time

In some countries, an invitation for 8:00 p.m. means to arrive at precisely 8:00 p.m. In some other countries, it means arrival no earlier than 9:30 p.m. To avoid awkward and embarrassing situations, ask questions before attending social events.

4.4.14 Dress

The dress at most international conferences is Western business attire, but local clothes are worn at times and in some climates are more practical. To be effective and respected, know the right dress and customs. When in doubt, call the local UN office, the Embassy, or the Ministry or Agency which issued the invitation. If nothing else, this action alone will do much to reduce stress. International Conference negotiations can run into 12–14 h days, so wear comfortable shoes. There is often not enough time to change clothes for evening receptions, so consider how to dress during the day to make sure it is appropriate for the evening. When the hotel is a long way away, I also bring toothpaste and brushes, mouthwash and cologne, any daily medicine. Freshening up in the middle of a difficult day can do much to rebuild spirits and energy.

Semiformal/informal: May be worn for cocktail parties, dinners, some dances, the theater, the opera, and evening receptions.

- Male Attire: Dark suit, Tie or bow tie, Dark shoes.
- Female Attire: Short cocktail dress, Gloves are optional, High-heeled shoes or dressy flats.

4.4.15 Casual Dress

In the some countries, jeans or sportswear is often seen, also at casual functions in some diplomatic Missions. However, if invited to a casual dress affair, be aware that not everyone means jeans and sneakers. Business attire is usually appropriate for an event specified as casual. But call ahead. Breakfast, lunch, daytime meetings, afternoon tea, and some receptions are generally considered casual, but the invitation should specify.

- Male Attire: Business suit (light or dark) or Sports jacket and pants, Tie or bow tie, Dress shoes or loafers (called slip-ons or slippers in other cultures).
- Female Attire: Business suit or daytime dress as well as pumps or flat shoes; Head coverings may be considered a requirement at some events. Wide-brim hats may also provide welcome and necessary protection from the sun.

4.5 Gender and Race

Gender roles in diplomacy can be very complex. Before entering a country, perhaps inquire about customs from that country's embassy. Even regions in a country can vary, especially one with a wide diversity of ethnic and religious groups. Spouses may have unexpected social rules in receiving lines or the dining tablet. Some cultures require clothing which in the NGO's land is not appropriate. Do not complain. Go along with these traditions, show respect for local culture and remember that the role of the Delegation is not to change host country customs, but to change the lives of animals. One expert consulted on this book has noted that when dealing with some cultures, it is wise not to have a female as the lead of the team or delegation; even people of certain religions as lead can be a problem. While I understand, as an American diplomat, our practice is egalitarian; an NGO might be able to stretch local customs.

4.6 Speak Without Notes

In many situations, a formal written speech is the proper format for communications, especially when speaking on the record and where an interpreter will assist. He will need the exact words. But what about impromptu statements or speeches at receptions and cocktail parties? In 1983, President Reagan and I had a conversation about public speaking and he made an interesting point about story telling. I was used to reading speeches, long before Teleprompters, and just a month earlier had done a long academic piece on US policy options on the Soviet Union (Roeder 1983). President Reagan asked me to give such a speech for him on Poland, something he would write. I had actually suggested to him that he give the speech himself to counter pro-communist rallies on May Day, and he liked the notion, but eventually scheduling got in the way and his office asked me to present the speech for him (Reagan 1985). During the discussion, he remarked that when he began running for office, he too did a lot of long speech reading that such were needed, but then decided that story telling was a more effective way of getting the point across. It did not matter about the exact words so long as the basic idea was accurate, entertaining, and memorable. That was very good advice, which I also recommend for conferences and cocktail parties. Delegates are going to hear a lot of speeches, especially at conferences, but even at dinner and cocktail parties.

Instead of reading PowerPoint presentations or pages of speech, skip the props, except perhaps for one slide, practice the presentation three or four times, and then tell the story. This is a very effective way of selling animal protection. The photo above is an example. Using one slide in March, 2009, at the UN, I was able to convey the horror of war in Afghanistan on horses and how the NGO community was making a difference. The battered horse in the photo came to symbolize all of the equines in the country. No printed statistics or charts were needed. The truth is

that at conferences many read speeches are heard and forgotten. The passionate, from-the-heart speech will be remembered if it is well told.

4.7 Animals as Props?

This question will definitely come up because animals are often considered an effective educational tool. We see this a lot in books, for example, the very interesting *Animal Rescue: The Best Job There Is*, a children's book that lauds the heroism of the legendary John Walsh. (Goodman 2000). G77 Ambassadors and senior staff at the UN Department of Public Information (DPI) have discussed with me the idea of sending some of them on an Amazon River cruise to look at the intersection of indigenous people with wild animals. They also suggested from time to time bringing an endangered wild animal or injured companion animal to a UN compounds to show the rest of the diplomatic community what we are trying to protect, similar to what CNN might do to illustrate the damage to birds from the 2010 BP disaster in the U.S. Gulf of Mexico. These requests were made in good faith, not in any way to "exploit animals" for entertainment. However, it is also fair to say, as PETA often points out that it is risky to use animals as props for educational demonstrations, especially if the handlers might not know how to safely handle animals, and there is also the point of the animal's dignity. "Rabbits have even been reported to have died from fear when passed around to so many unfamiliar people" (Masoner 2010). Most animal welfare NGOs feel the same, though I have seen some use made by animal welfare NGOs of companion animals in classroom situations. Conservation bodies are more apt to use animals as props. Everyone uses photos of animals in distress to score points of course. Wildlife Rehabilitators, which are a subset of both conservation and animal welfare, often take a middle ground. The Wildlife Center of Virginia, for example, does use animals for programs and educational purposes, but under strict rules. Some not suitable for handling are housed where they can be viewed during on-site programs. The animal must also not show "excessive self-destructive behavior or stress related activities due to captivity." In general, such animals are non-releasable, due to injury or habituation, been in captivity for too long, as with unwanted pets. Finally, any decision to use an animal has to be cleared by the Directors of Education, Veterinary Medicine, and/or the center's President (Achenbach et al. 2008). Having observed that policy makers do respond to seeing animals but understanding that display can be problematic for the animals, my suggestion is to make sure that a NGO's rules are science based and clear to all staff. This will avoid confusion.

One individual who often comes up as a suggested exhibitor is Jack Hanna, a nationally known American Zoo director with a strong international reputation for protecting endangered animals. He has often spoken to CITES officials and to the US Congress on the need for stronger conservation laws. He follows rules similar to that of the Virginia Wildlife Center; however, because television news shows tend

to be short and frequently interrupted by commercials, his presentations have been criticized by some as more entertainment than education. Hanna argues that his shows are not about entertainment, not a dolphin show. An individual like that could advance our cause, but since the presentations could run up to the line of propriety, it is important to know an NGO's rules or guidelines in advance.

4.8 Use of Language

4.8.1 Official and Working Languages

There can be significant language requirement differences between bilateral and multilateral negotiations. In bilateral discussions, an NGO's working language is perhaps English or French. English is not always the language of choice, so having a native speaker on hand will be important. In this context, one of the interesting things highlighted by one of the surveys used in this book for research was the variety of language used for by the NGOs we contacted. While 70% spoke English as a primary language, followed by Spanish, French, Arabic, and Portuguese, a lot of local languages were also primary. This illuminates several issues. For one thing, some of those NGOs will have trouble communicating in the UN or other international forums unless they have on staff someone who speaks a major UN language like English, which is sort of a lingua franca. But alternatively, they provide a rich tapestry of tongues that can be used to better understand the needs of local culture, yet another reason for fully integrating them into the discussion on international rules. Many of the lesser used language are actually very important global languages, e.g., Russian, Italian, Greek, Swedish, Dutch, and Norwegian. We also saw Navajo, Bahasa, Bosnian, Catalan, Estonian, Hindi, Marathi, and Telugu, and others. Those are major assets to our community (International Farm Rescue 2010).

Some rules apply to both multilateral and bilateral situations. Agree on the official language for any Outcomes Document. Make sure that before agreeing to a text, a true expert in that language translates[1] it. Also, make sure that expert truly understands English, so that subtleties of neither language are lost. If the translator does not fully grasp either language or the required terminology, e.g., jargon specific to animal welfare or conservation, he or she might mistakenly tell the animal protection delegate that a counterpart has agreed to something when they would disagree.

Facilitators are also often used on field trips for getting through customs, interactions at farms, etc. Their role is to understand customary approaches to rules, often to smooth the edges, but a caution. Facilitators quite innocently can take over a situation and lead a delegation where it does not wish to go. They also might miss something considered by the delegation as an opportunity. Perhaps the

[1]"Interpreters" work with the spoken word and "translators" work with the written word.

delegation wants to photograph a stable, but the facilitator might not understand unless briefed in advance. Ask lots of questions. Do not let them spend hours and hours talking to the driver or bodyguard. Some of that is needed to smooth local relations, but they will be more useful if they constantly interact with the delegation, ask them questions, clarify needs, etc.

Multilateral negotiations in the UN system, the World Bank, and the IFRC are generally in English, though the UN does have six official languages (Arabic, Chinese, English, French, Russian, and Spanish). The working languages of the General Assembly are English, French, and Spanish (in the Security Council only English and French are working languages), which is why those are the only two languages needed when meeting with delegations to the UN in Geneva and New York. But different organizations have different rules. Check in advance. I have negotiated with the Arab League and the Association of Red Cross and Red Crescent Societies in Arabic, with simultaneous interpretation.

Even if English is a working language, as it is in most bodies, not everyone will be native in English, certainly not English jargon and colloquialism. Speak at a speed that is easy to follow. Translation and interpretation can be a real problem. It is important that the text have agreed official language(s) so that whatever is agreed gets a good linguistic scrub. That will be especially important should you encourage governments to implement an agreed text. You do not want there to be confusion over intent. Even animal protection delegates expert in both official languages should keep both texts in front of them. It can be very helpful and create goodwill. It will also help sort through disagreements that arise from poor translation.

4.8.2 Trying to Change Text

A delegate might be dissatisfied with a proposed text.

- Do not give up trying because you are an NGO. Governments do respect the point of view of NGOs, if they are well stated.
- Make it clear interventions are within a "spirit of consensus." That provides a positive spin.
- Delegations that hold up negotiations without an excellent reason (from the perspective of the conference) can be "isolated."
- To reasonably slow things up while gathering argumentation, it is fair to ask the proposing party to "explain their proposed change."

4.8.3 Staying Neutral

As an NGO involved in animal welfare, it is best to stay out of political fights. Be sensitive that language proposed by the NGO does not appear to be negative toward a particular country. For example, members of the Arab Group and the Organization of the Islamic Conference (OIC) regularly make efforts in New York and in

conferences to insert language in resolutions and documents that explicitly or implicitly single out Israel for criticism. Regardless of one's point of view, stay out of such a difficult situation. Such arguments are distractions from the core mission of reducing cruelty to animals.

4.9 Titles and Saying Hello and Goodnight

Forms of address for foreign government officials and people holding professional, ecclesiastical, or traditional titles vary among countries. Here are some recommendations.

4.9.1 Diplomatic Titles

4.9.1.1 Chiefs of Mission

- Mr./Madam Ambassador (this also applies to an Ambassador with a military title), or Ambassador Reed.*
- Sir Richard – British Ambassador who is a knight (Sir Richard's wife would be addressed as "Lady Smith.")
- Lord Montgomery – British Ambassador who is a baron.
- Mr./Mrs. Douglas or Ms. Williams – the Ambassador's spouse.
- Chargé d'Affaires, Mr./Ms./Mrs./Madam Randal.
- Minister at a Mission – Mr./Madam Taylor.

4.9.2 Government Titles (Each Country Does It Differently)

In most cases, the spouse of a government official does not share the official's title with his/her spouse (i.e., the President's spouse is Mr./Mrs. Washington or Ms. Lincoln).

4.9.3 Executive Branch

- Mr./Madam President
- Mr./Madame Vice President
- Cabinet members are addressed as Mr./Madam Secretary except Mr./Madam Attorney General (Parliamentary systems use Ministers for Cabinet officers, but Federal systems like that of the United States of America do NOT have Ministers. They have Secretaries, which are different in rank to Secretaries in the UK system.
- Below the rank of Secretary, Government officials are addressed by their own name: Mr./Madam Reynolds, not Mr./Madam Undersecretary. Sometimes

Undersecretaries, Assistant Secretaries, and Deputy Assistant Secretaries are addressed as Mr. and Madam Secretary, but it is best just say Mr., Ms., or Mrs. as appropriate.

4.9.4 Judicial Branch

- Mr./Madam Chief Justice
- Mr./Madam Justice

4.9.4.1 Legislative Branch

- Senate – Senator Collins
- House – Mr./Madam Speaker of the House, and Mr./Madam Rogers for a state representative. The titles "Congressman" and "Congresswoman" are becoming more common in social usage, but are not, strictly speaking, correct forms of address.

4.9.5 State Government Titles

- Governor Collins
- Mayor Millville or Mr./Madam Millville

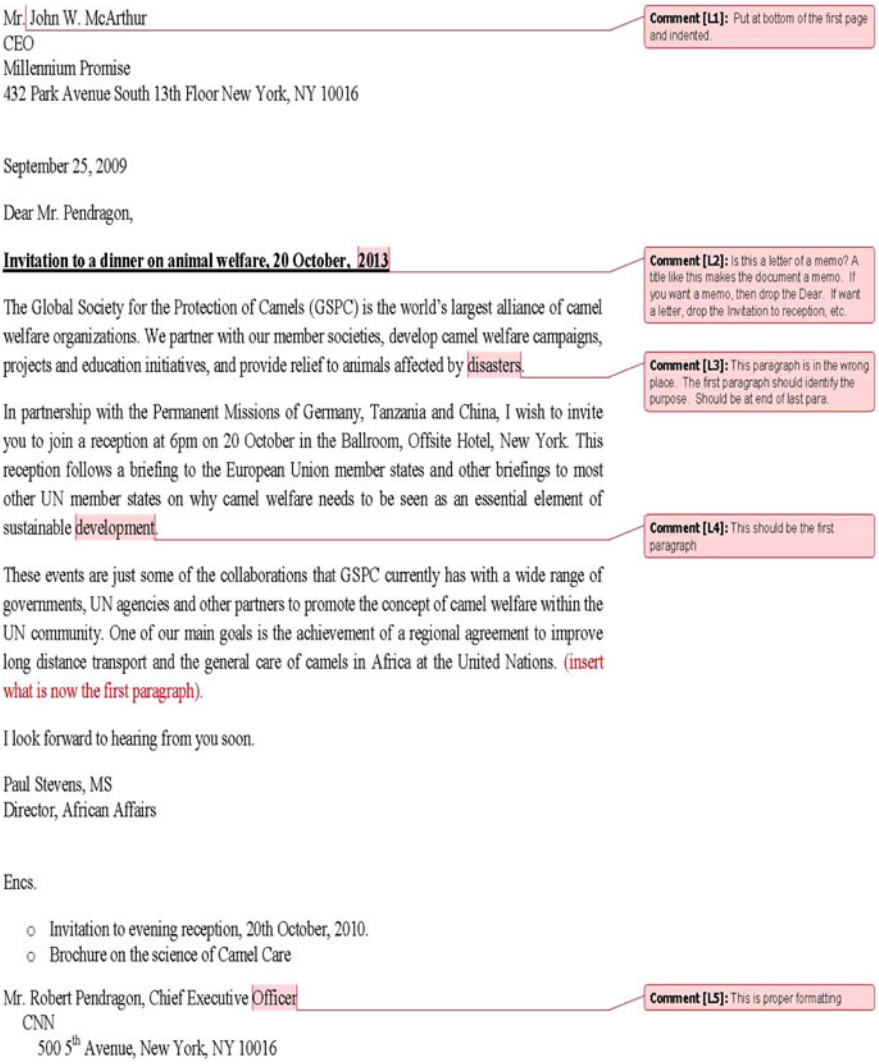
4.9.6 Sample Letters and Forms

4.9.6.1 Writing to Diplomatic Missions and Governments

Be precise when writing to diplomatic missions or governments. Include any necessary phrases of courtesy for first-person notes or letters. The text should be self-explanatory and, whenever possible, understandable independent of any other document or earlier correspondence.

- Do not use foreign words when there is a proper English equivalent.
- Avoid abbreviations and little-known acronyms.
- Keep in mind that memoranda are not letters: too often, the forms are mixed, which is unprofessional. Make letters look like letters, not memos and vice versa. A common mistake is to insert a subject line on the top of a letter. The opening paragraph explains the topic in a letter. No subject line is needed.
- Get the main point across in the opening paragraph. Ambassadors and government leaders receive thousands of letters a year. They might not read past the first paragraph. Instead of using the opening paragraph to state how great your NGO is, get to the point and state your request.

- Keep the main body of a letter to one and half pages or less, including the signature block, if possible. If a lot of background material must be shared, create one-page briefing attachments. Remember that the person written to will be busy. Ambassadors would not read more than a page in the main memo, unless the issue is important to them, so this sense of importance also needs to be present.
- Never use window envelopes when writing to diplomats or government leaders. That is tacky and commercial, and can result in the envelope being tossed out (Fig. 4.9).


Mr. John W. McArthur
CEO
Millennium Promise
432 Park Avenue South 13th Floor New York, NY 10016

Comment [L1]: Put at bottom of the first page and indented.

September 25, 2009

Dear Mr. Pendragon,

Invitation to a dinner on animal welfare, 20 October, 2013

Comment [L2]: Is this a letter of a memo? A title like this makes the document a memo. If you want a memo, then drop the Dear. If want a letter, drop the Invitation to reception, etc.

The Global Society for the Protection of Camels (GSPC) is the world's largest alliance of camel welfare organizations. We partner with our member societies, develop camel welfare campaigns, projects and education initiatives, and provide relief to animals affected by disasters.

Comment [L3]: This paragraph is in the wrong place. The first paragraph should identify the purpose. Should be at end of last para.

In partnership with the Permanent Missions of Germany, Tanzania and China, I wish to invite you to join a reception at 6pm on 20 October in the Ballroom, Offsite Hotel, New York. This reception follows a briefing to the European Union member states and other briefings to most other UN member states on why camel welfare needs to be seen as an essential element of sustainable development.

Comment [L4]: This should be the first paragraph

These events are just some of the collaborations that GSPC currently has with a wide range of governments, UN agencies and other partners to promote the concept of camel welfare within the UN community. One of our main goals is the achievement of a regional agreement to improve long distance transport and the general care of camels in Africa at the United Nations. (insert what is now the first paragraph).

I look forward to hearing from you soon.

Paul Stevens, MS
Director, African Affairs

Encs.

- Invitation to evening reception, 20th October, 2010.
- Brochure on the science of Camel Care

Mr. Robert Pendragon, Chief Executive Officer
CNN
500 5th Avenue, New York, NY 10016

Comment [L5]: This is proper formatting

Fig. 4.9 Poorly crafted letter, with suggestions. © 2010 Larry Roeder

4.10 Properly Formatted Letter to an Ambassador

LOGO

Office of Camel Medical Care
25225 Camel Drive, North Hump, Virginia, USA 20152
Office: 703-327-0000
Mobile: 703-867-0000 Email: pstevens@camelcare.org

September 25, 2013

Excellency,

In partnership with the Permanent Missions of the Seychelles, Germany and China, I wish to invite you to a reception at 6pm on 20 October in the Ballroom, OffSite Hotel, New York. This reception follows a briefing to the European Union member states and other briefings to most other UN member states on why camel welfare needs to be seen as an essential element of sustainable development.

The Global Society for the Protection of Camels (GSPC) is the world's largest alliance of camel welfare organizations. We develop camel welfare campaigns, projects and education initiatives, and provide relief to animals affected by disasters. These events are just some of the collaborations that GSPC currently has with governments, UN agencies and other partners to promote the concept of camel welfare within the UN community. One of our main goals is the achievement of a regional agreement to improve long distance transport and the general care of camels in Africa at the United Nations.

Accept, Excellency, the renewed assurances of my highest consideration

Paul Stevens, MS
Director, African Affairs

Encs.
- Invitation to evening reception, 20th of October.
- Brochure on the science of camel care

Mr Robert Pendragon, Chief Executive Officer
CNN
500th 5 Avenue, New York, NY 10016

4.10.1 Use of Headers

Some NGOs make it a habit to put their logo on each page. This is poor practice.

4.10.1.1 Letter to Foreign Representative to the UN with the Personal Rank of Ambassador

	His Excellency (Dr.) (General) Joe Doe Representative of Spain to the United Nations 245 East 47th Street, 36th Floor
Envelope official	New York, NY 10017
Salutation	Excellency or Dear Mr. Ambassador
Complimentary Close	Sincerely.

(continued)

	1. When writing to an Ambassador to the UN (as chief of Mission or Permanent Representative) whom you have written to before or communicated with in the past, you can say "the renewed assurances of my **highest consideration,** depending on how well you know them." 2. If you have not written to this person, ordinarily it is just "the assurances of my **highest consideration**." or words to that effect. *This can vary when you have a personal relationship with the person or know they prefer a different style*. 3. Ambassadors of lower rank like the Deputy Permanent Representative, even the *chargé d'affaires* get *high consideration*, never *highest consideration*. *No exceptions*. 4. For Ministers and others of even lower rank like Secretaries, it is just sincerely or words to that effect, *depending on how well you know them*.
Sentence prior to Complimentary Close	

4.10.2 How to Address Letters

There are a number of formats that can be used in mailing letters, some more formal and elegant than others. I use different ones, depending on the specific instance. I consulted on this with some professions in protocol, and we came to the conclusion that the following is the proper format for the middle of the envelope, which should orientated like a letter, not a magazine.

4.10.2.1 When Writing to the Secretary General of the United Nations

His Excellency
Ban Ki-moon
Secretary General of the United Nations
New York, NY 10017, USA
Salutation: Excellency or Dear Mr. Secretary General
Complimentary Close: Sincerely

4.10.2.2 When Writing to Ambassadors to the UN

Either of the following formats is acceptable:
Form (a)
H.E. Mr. Youcef Yousfi
Permanent Representative of Algeria to the United Nations
326 East 48th Street
New York, NY 10017, USA

Form (b)
His Excellency
John Doe
Permanent Representative of Algeria to the United Nations
326 East 48th Street
New York, NY 10017, USA

4.10.2.3 Capacity

Always address the person in the capacity for which he or she is written. For example, if Ambassador Doe above was the Ambassador of Spain to the UN and ECOSOC, but the letter is about ECOSOC,

His Excellency
(Dr.)(General) John Doe
Representative of Spain on
The Economic and Social Council of the United Nations
Street Address
New York, NY 00017, USA

Many Ambassadors also represent their country in the Group of 77 at the United Nations, a very important block. If writing to an Ambassador in that capacity

His Excellency
(Dr.)(General) John Macintyre
Representative of Whatever to
The Group of 77 at the United Nations
United Nations Headquarters, Room S-3953
New York, NY 10017, USA

4.10.2.4 Salutation for Ambassadors

"Dear Ambassador Doe" is sometimes used, but the best salutation for an Ambassador is either *Excellency* or *Dear Mr. (Mrs.) Ambassador*. When writing to someone of lower rank, usually start with Sir/Madam: of course in situations where the person writing knows the person being written to, less formal approaches are often used.

4.10.2.5 Complimentary Close for Ambassadors

Yours Sincerely is fine, but ordinarily it is one of the following: Simply just use the word "sincerely" or

Head of Mission, the last line is usually:

Accept, Excellency, the (renewed – if the Head was written to before) assurances of my highest consideration. Note: Highest is used because the Ambassador is the personal representative of the head of state.

Deputy Head of perhaps a Chargé d'Affaires ad interim, the last line is usually:

Accept Sir/Madam, the (renewed – if written to before) assurance of my high consideration.

4.10.3 Other Personalities

4.10.3.1 Position: The Speaker of the House

The Honorable
Nancy Pelosi
Speaker of the House of
Representatives
Washington, DC 20515
Salutation: Dear Madam Speaker
Complimentary Close: Respectfully or Sincerely

4.10.3.2 United States Representative

The Honorable
James Doe
Street address (sometimes not in Washington)
City, including zip code
Salutation: Dear Mr., Ms., or Mrs. Doe
Complimentary Close: Sincerely

4.10.3.3 Position: United States Senator

The Honorable
Nancy Harriman Fidelity
United States Senate
Washington, DC 20510
Note: If writing to their local office, use that address.
Salutation: Dear Senator Fidelity
Complimentary Close: Sincerely

4.10.3.4 Cabinet Member (Minister or Secretary)

The Honorable
Condoleezza Rice
Secretary of State of the United States of America
Washington, DC 20520
Salutation: Dear Madam Secretary or Dear Minister, depending on title
Complimentary Close: Respectfully or Sincerely.

4.10.4 Memo Enclosures and Attachments

If there is only one, do not number it If only one, say "Enclosure," not "Enclosures." Little details like that matter. This is where flyers are placed or long background paragraphs, perhaps a backgrounder on the NGO. Use this formulation and place it at the bottom of the page about two lines below the signature line.

Enclosure:
Background on the Protection of Horses in Snow.
Here is the formulation for more than on enclosure.
Enclosures:
(1) Background on the Protection of Horses in Snow.
(2) Background on Protection of Animals in Floods

Label the attachment (also called Tabs). For example, Tab One: Background on the Protection of Horses in Snow or Background on the Protection of Horses in Snow.

Only number Attachments if there is more than one.

Attachment One: Background on the Protection of Horses in Snow.

Chapter 5
The Media as a Tool for Diplomacy

5.1 Media Events as Tools

5.1.1 Are Media Events Needed?

UN compounds in particular are large and at an international conference with hundreds, even thousands in attendance; it can seem essential to hold news conferences to advance the cause, but that is not always the case, especially if the conference is not about animals. For example, if an NGO is trying to garner support for a resolution during the UN General Assembly, will holding a press conference actually build support from governments or is it simply a way to convey forward motion to the donors? Unless the issue or NGO is considered important or newsworthy in their own right to governments, such a press conference usually makes no ripples with policy makers and is a waste of time and money – except to impress the supporters back home. In that case, photos from the negotiations are more apt to give the appearance of progress, even if none has been made, but picture showing a group of reporters clamoring for answers to questions is a bit pretentious and perhaps phony unless the event really was connected to animal protection. The problem, of course, is the strategy in creating a false image (Fig. 5.1). While it might raise expectation of future success with donors and even some initial infusion of funds, what happens if the resolution effort fails?

A conference can be a place to examine ways of balancing the potential conflict between the media's role as chroniclers of an event, like an endorsement by an Ambassador of a conservation initiative, the normal role of the media, versus a more useful role for our community as true partners, giving our story relevance to the diplomatic community, especially those focused on development, environment, and emergency management. There are many myths about animal welfare that could be dispelled by the media. Indeed, the influence of well-executed media content and distribution on policy development, even the words used in instruments of international law, cannot be underestimated, because of the impact of the media on the public. As an example, the media could be very helpful in explaining that the

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_5,

Fig. 5.1 Do not be afraid of the media: photo courtesy United Nations framework convention on climate change, 2010

massive convergence of personnel and supplies and resources on a disaster site for animals actually helps people. The media, especially internet blogs and niche sites, could be very effective in reaching diverse subpopulations within society and pushing them to lobby the government to support our negotiating positions, even fund out work. NGOs should think of the media as a tool to advance diplomatic efforts, not the short-term gain of a word or phrase in a document, but the long-term benefits of changing the way in which animal protection is seen. Press conferences and interviews are potentially very important, but unless they advance a negotiation or a larger strategic goal like funding relief operations, their usefulness is questionable.

This is not to say that press conferences are without merit. They can be essential, but context is important. It is a matter of the event's goals. Have something important to say and keep in mind the audience being influenced. If a senior UN Official or an Ambassador is willing to join in to endorse the initiative, this is a true sign of progress which might help in negotiations and definitely will impress donors. A press conference with just an NGOs' CEO in attendance is not necessarily very interesting to reporters.

5.1.2 One on One Events

Reporters often do not show up for a press conference. They are very busy, torn between many events, so unless the event is scheduled to announce hard news, do not expect a lot of reporters to attend, though the UN or conference site's press facilities might film the event for reporters who might wish to watch later on. On the other hand, one-on-one interviews with targeted reporters can be very helpful and often are easier to obtain. They do not have the glamor of a press conference, but do provide more time for a considered discussion perhaps for an influential newspaper or journal. They also provide an NGO with the opportunity to package its story in a way that sells the causes to governments.

5.1.3 Providing the True Picture and Having a Media Officer

Reporting on important initiatives such as a negotiation for a resolution of perhaps a Conservation or Disaster alliance can sometimes fail to provide the true picture, which in turn can damage the effort in diplomatic circles. While this will be inevitable as passions rise from proponents and antagonists, and at times there can be sloppiness over reporting success to the press or on a website in order not to damage donations, it is essential for the Chief Negotiator to have a good media officer on hand who would not make such an error, who will ensure that the team projects accurate, well-understood news on a regular basis to the appropriate press, meaning both the press that follows animal welfare, rights, and conservation as a profession and the media read by UN diplomats whose interests are more general.

Accuracy is always important. No initiative should leave its fate to media. After all, reporters have their own markets to contend with, and could either ignore a story or change it to meet its own market's interests. Instead, a good media officer will keep a constant eye on reports for errors, recommend corrections, and preempt errors by sending press statements to the Regular Press Notes disseminated to the UN HQ in New York, Geneva, Rome, Bangkok, Nairobi, and other places, as well as to the IFRC, the main humanitarian networks, and the World Bank Group, as well as other bodies like ASEAN. The same officer can also send such notes to agency media offices in the UN system, such as managed by the UN Department of Public Information (DPI).

5.2 Accrediting Reporters and Gaining Access for Photographers

One way to make sure a story is written by media associated with animal protection is to invite specialized reporters to cover the story. It is a clever idea, since most reporters who cover the UN and related bodies have a professional focus on the environment, the economy, and security issues. They might not know how to package an animal protection story as relevant to their own priorities, might not even show up, for the same reason, which of course restricts their willingness to use animal welfare information, except in a limited manner.

Keep in mind that most conferences and all International Organizations require some sort of accreditation which must be arranged in advance of the event in question. At UN conferences, it should be noted that no double accreditation is allowed (e.g., as press and delegate, or as press and NGO). An assignment for the Media Officer will be to ascertain these rules a few months before the event, while also selected reporters, close-up TV crews, and photographers will have special requirements. While permanently accredited reporters have broad access even after hours, temporary reporters might not. *My recommendation* is to find a few reporters in Rome, New York, Geneva, and Nairobi in particular who understand animal

protection and get them permanent accreditation. That way, should the need arise for instant coverage, animal protection-friendly reporters will be able to do their job immediately and with the right slant. This particular function of creating an animal protection "press pool" could be assigned to the IAPC. That way, the reporters in the pool are available to help any animal protection NGO, which they might not be, if they were contracted to a special NGO with its own operational mandates.

5.2.1 Photo Display Opportunities

Before asking a reporter to cover an event, make sure reporters are even allowed. Many deliberations, such as the G77's, do not allow reporters or photographers, definitely not film, in order to preserve the off-the-record nature of the event. Certain spaces are off limits as well, e.g., the Delegate's Lounge and Dining Room in the UN HQ in Geneva and New York. On the other hand in Geneva, one of the main coffee shops is a congregation point reporters and diplomats, who regularly mix. However, no film is allowed.

Most conferences offer opportunities to display posters, which can be an effective tool to influence diplomats, if the message is simple and direct. At the UN HQ in New York, a large display area sits just inside the main entrance, which has a massive amount of space for photographs. The area has to be reserved by a UN official or a Mission, but many Missions are very willing to accommodate NGOs. Keep in mind that such space is reserved 6 months or more in advance. This is well worth it as every important figure in the UN in New York passes the display space every day! Similar spaces exist in many International Organizations.

Chapter 6
Important Associations and International Organizations

6.1 Introduction

There are literally hundreds of NGO associations and International Organizations which animal protection NGOs need consider collaborating with; they offer operational and advocacy opportunities and sometimes funding. Some like Organization of Economic Cooperation and Development (OECD), the Food and Agriculture Organization (FAO), and Office International des Epizooties (OIE) even have robust animal welfare programs, as does the US Department of Agriculture (USDA). Many have already been mentioned in this book, but since there are too many to include in any one book, I have selected some of the most important for this section and remind the reader of my suggestion for an *Annual Report on NGO Activities in Multilateral Bodies*, something to be coordinated by the International Animal Protection Center (IAPC) proposed earlier in the book. If such a database existed, it should be online and include a summary of the work of NGOs involved with International Organizations.

Many organizations mentioned here are related to or are part of the UN, but just what is the UN? Some scholars look at it as a sort of ying–yang. The General Assembly (an Organ of the UN) is often touted as a positive force since it is sympathetic to underprivileged nations and seeks funding and policies to avert plague, and reduce starvation, poverty, etc. Remember that calls often present program opportunities for animal protection, since so many people depend on animals for jobs and food security. On the other hand, the Security Council (another UN Organ) is touted as a negative force since it is preventative or punitive. Former US Secretary of State John Foster Dulles once famously said, "Its task is to stop the nations from public brawling" (Dulles 1972), but we should understand it as a possible forum to protect animals in war. This stems from protections civil society have under the international law of war (Fig. 6.1).

Dulles' generation survived the failures of the League of Nations and gave our generation the United Nations, but the world today is very different from the 1970s when Dulles made his statement. The truth for us in animal protection is that just as

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1_6,

Fig. 6.1 Delegates heading to UN HQ in New York. (c) 2010 Larry Roeder

the governments which created the UN did not "constitute a true community with common judgments about conduct," the same is true of today's UN and the NGO communities that lobby for change. We need to keep that in mind when "lobbying" to alter the conditions under which animals live or when "negotiating" agreements to change conditions on the ground. UN organizations, the Red Cross movement, and International Organizations outside the UN, like the Organization of American States (OAS), the World Bank Group, OECD, and OIE all have their own mandates and methods of operations. While they all cooperate, they all compete. Most offer some opportunities as well to protect animals, if they are approached with an understanding of their true mandate. This section of the book examines some of those differences and common elements in order to explore how we can exploit them to (a) raise funds and (b) change policies. When doing so, keep in mind the lessons from the early sections on theory, conferences, and protocol.

For a definition of International Organizations or NGOs, see "Why Diplomacy?" The ones mentioned in this chapter are loosely grouped into six categories:

1. NGO associations of note
2. Emergency management and international law
3. Development bodies
4. Environmental bodies
5. Health and science bodies
6. Conservation bodies

With the exception of some emergency management IO's, none of the international organizations do just one thing. UN Educational, Scientific, and Cultural Organization (UNESCO) is a case in point, with interface opportunities in conservation, disaster management, education, and culture. The same could be said of United Nations Development Program (UNDP), UN High Commissioner for Refugees (UNHCR), the FAO, and the European Commission. The latter is a potential source of funds for relief operations and for development. Convention for the Conservation of Highly Migratory Species (CMS) is another example. The United Nations Environment Programme (UNEP)/CMS Secretariat (Bonn, Germany) is primarily a conservation body, but it has strong links to the animal welfare community as well. In addition, it is a vehicle for funding for NGOs. Because so many of the organizations in this book do have more than one role, the reader should go through the entire list of recommended bodies in case despite having one focus, an organization offers opportunities in many areas.

6.2 NGO Associations of Note

6.2.1 The International Council of Voluntary Agencies (Geneva)

The International Council of Voluntary Agencies (ICVA) was founded in 1962 as a global network of humanitarian and human rights NGOs, focusing primarily on refugee policy. ICVA also brings members' ground-level experiences to international decision-making forums (ICVA Secretariat 2010). Despite its humanitarian orientation, the link to refugees and internally displaced persons (IDPs) offers potential for support for animal protection, particularly animal welfare in that the two populations depend on animals for jobs and food security. Further, when such people are on the move, their animals are rarely protected, as discovered with companion animals in Katrina and regularly seen with refugees in Africa. The ICVA Secretariat is prepared to help its members pass out material at meetings, so this can also be of value. Keep in mind that its Secretariat is extremely small. Contact information: ICVA 26-28 avenue Giuseppe-Motta, 1202 Geneva, Switzerland.

6.2.2 InterAction (Washington, DC)

InterAction is the largest alliance of US-based international NGOs that focus on the world's poor. US based does not mean "US owned." Nearly every serious humanitarian and development NGO in the world has an office in the United States, and thus qualifies for membership (InterAction Secretariat 2010).

Both WSPA and HSUS have been members in the past, and Heifer still is. The reason they joined is that InterAction is a powerful networking tool for experts interested in emergencies, economic development, the Internet, and telecommunications. InterAction also has special connections with USAID, the US Department of State, and the UN Office for the Coordination of Humanitarian Affairs (OCHA). While InterAction usually would not fund projects, it does influence policy makers, and could be a powerful tool to convince them to take animal welfare seriously. Indeed in meetings I have had with the President of InterAction and a past vice-president and US Ambassador before he retired, they stated a real interest in protecting animals – since that also protects people.

6.2.3 The Conference of NGOs in Consultative Relationship with the UN (CoNgo) (New York and Geneva)

CoNgo has been around for half a century and, while not a funding source, is influential in New York and Geneva in particular; it could lobby for animal welfare and conservation issues. CoNgo in fact already took formal positions in favor of animal welfare in 2007 at its 23rd General Assembly. In addition, several of their working groups in NY, Geneva, and Vienna offer significant opportunities for networking. These focus on development, health, settlements, indigenous people, migration, social development, and sustainable development.

6.2.4 SPHERE Project and LEGS (Boston, Geneva, New York, Washington, Ethiopia)

The SPHERE project, otherwise known as the "Humanitarian Charter and Minimum *Standards* in Disaster Response," is a voluntary effort of the IFRC and the NGO community to develop standards of care for water supply and sanitation, nutrition, food aid, shelter and site management, and health services. Although the focus is on humanitarian assistance, many participants in SPHERE have agreed with me that there must be a recognition of their work and animal care. The Livestock Emergency Guidelines project, better known as LEGS, is already a partner project with SPHERE, and some SPHERE experts have suggested expanding SPHERE to include companion animals and other animals not handled by LEGS, perhaps through a parallel handbook developed by the animal protection community of NGOs (Feinstein-International-Center 2009; SPHERE_Editors 2010).

6.2.5 International Union for Conservation of Nature (Gland, Switzerland)

International Union for Conservation of Nature (IUCN) is the world's oldest environmental network, with government and NGO members as well as over 11,000 volunteer scientists around the world. It is supported by more than 1,000 professional staff in 60 offices and many private sector partners as well, making it an obvious choice for animal protection. If the environment is damaged, so too the lives of wild animals in particular, but also livestock. IUCN is near Geneva, Switzerland (Regnery 2010).

6.2.6 Species Survival Network (Washington, DC)

This is one of the strongest animal-related NGO coalitions, with a focus on wildlife trade and Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). HSUS is a founder and the coalition now has over 80 NGO members organized by regions and issues. HSI, through Rebecca Regnery, main of the principle researchers who helped with this book project, cochairs the Sea Turtle Working Group and the Marine Fish Working Group. Species Survival Network (SSN) has legal experts, biologists, lobbyists, expert negotiators, regional experts, etc. According to Rebecca, there is probably at least one person in SSN who is an expert on any given wildlife trade issue or species. They have not quite come to the point where they have good government contacts in every CITES member country, but are moving in that direction.

The SSN Fish Working Group also "encourages countries to propose for CITES listing, fish that are being traded internationally at unsustainable levels." In addition, the Working Group offers "technical expertise to assist in drafting proposals and provides briefing information to parties in support." To date, the Working Group has successfully lobbied for the listing of the great white shark, whale shark, and basking shark, Napoleon wrasse, and seahorses on CITES Appendix II. SSN is cochaired by HSI and Earthtrust (Regnery 2010).

6.2.7 WhaleWatch (London)

WhaleWatch was formed in 2003 as a global coalition opposed to whaling, the basis being the hunt is cruel to animals. The aim is to reinvigorate awareness of the welfare implications of whaling and then take that analysis to the International Whaling Commission (IWC). Having documented the extreme cruelty of whaling, the concept is to ban all whaling. Sea Shepherd Conservation Society has the same point of view, the difference being in tactics, with WhaleWatch advancing

diplomacy and Sea Shepherd advancing direct action. Both are opposed to all forms of commercial whaling, including so-called scientific whaling, a Japanese concept. In my opinion, aboriginal subsistence whaling (ASW) presents a special problem, due to international indigenous rights, as well as treaty rights in some countries like the United States. Recognizing the hurdles presented by competing sets of rights, WhaleWatch has called for aboriginal people to use the least cruel methods of hunting. They have also called to limit such hunting just to aboriginal people "with clearly substantiated subsistence needs, with product use limited to noncommercial local consumption" (George 2010). As discussed earlier in the book, aboriginal negotiations are especially difficult at times. When dealing with the native American population in the United States, my best advice is to go to NCAI, the National Congress of American Indians, and try to use them as a policy lever in tribal circles. However, remember that not all tribes belong, especially the Navajo.

6.3 Emergency Management and International Law Bodies

6.3.1 ReliefWeb.int and Preventionweb.net: (Geneva, New York, Kobe)

Before engaging in a diplomatic effort in the field, the delegation must gather proper maps and information on the organizations to be encountered. Therefore, I recommend consulting with the following systems, ReliefWeb.int and Preventionweb.net of the United Nations, the Humanitarian Information Unit (HIU) of the US Department of State (2010), and the Famine Early Warning Systems (FEWS) managed by USAID (FEWS 2010). ReliefWeb in particular is important because all NGOs and governments have been asked by a United Nations resolution to support the project. Both HIU and FEWS are global projects, though funded by US agencies, and provide an enormous amount of free information to NGOs around the world working in emergencies. They never ask the NGO to take a political side. Other countries than the USA also have significant projects (Fig. 6.2).

An agreement Peter Davies, then Director General of WSPA, and I reached with the UN's OCHA led to a number of links between animal welfare NGOs and OCHA, including a willingness to post animal welfare information on ReliefWeb.int, the UN's premier disaster website. Every disaster involving the UN is reported on ReliefWeb.int, which is used by governments, donors, and NGOs to prioritize operational activities and recommend both disaster and long-term development budgets. It is also an effective way for animal protection NGOs to advertise for funds.

In response to the information management failures seen during the Rwanda crisis of 1994, ReliefWeb was designed by the US Department of State, other US agencies, and the then UN Department of Humanitarian Affairs (DHA) (now OCHA) as the first major international website to manage critical information on

Fig. 6.2 Flooded Livestock can be reported on ReliefWeb. © 2010, Courtesy of GDIN Project

emergencies, the location of potable water, conditions of roads and populations, hospitals, livestock, etc. By 1996, the US government officially called on the Secretary General of the UN to establish the website by 1998 as the "global humanitarian assistance information system" (US Department of State 1996). When state first raised the idea, there was much skepticism; some feeling the internet was not going to be of value to NGOs. We quickly sold the idea to the humanitarian NGO community on the following basis, which also did well for the development community, and should be convincing for the animal protection community. Later, Preventionweb.int also emerged as an important UN effort, with a focus on understanding risks and using that information to prevent emergencies. Today, Preventionweb has hundreds of papers on livestock which could be of value to our community. In fact, many were developed by animal protection NGOs like International Fund for Animal Welfare (IFAW).

Until the Internet and ReliefWeb, maps, and situation reports were reported through confidential channels and kept in filing cabinets, thus being of no value to the players at large. That cost lives and increased the costs of emergencies. In addition, communications were very expensive and slow, either relying on the mails or fax machines. As a result, if one humanitarian NGO discovered a road was washed out, it would not be shared with the Wild Camel Protection Foundation of the UK, which might then find one of its projects literally stuck in the mud a week later (Fig. 6.3).

Now that ReliefWeb exists, any NGO involved in emergencies (as well UN agencies or governments) is supposed to post their operational data on the site. The project has a staff that operates 24/7 in Kobe, New York, and Geneva. They make sure that such information is posted with useful metadata so that it can be found quickly, along with any other information on the same region. This was the first UN disaster website to do this and it started a revolution in information management, shifting money to food and medicine instead of phones, mails, and faxes. Using Reliefweb, any animal protection NGO has a single portal allowing it to build a real emergency plan. For a recent example of how the site has been used, see the Guatemala crisis of 2010.

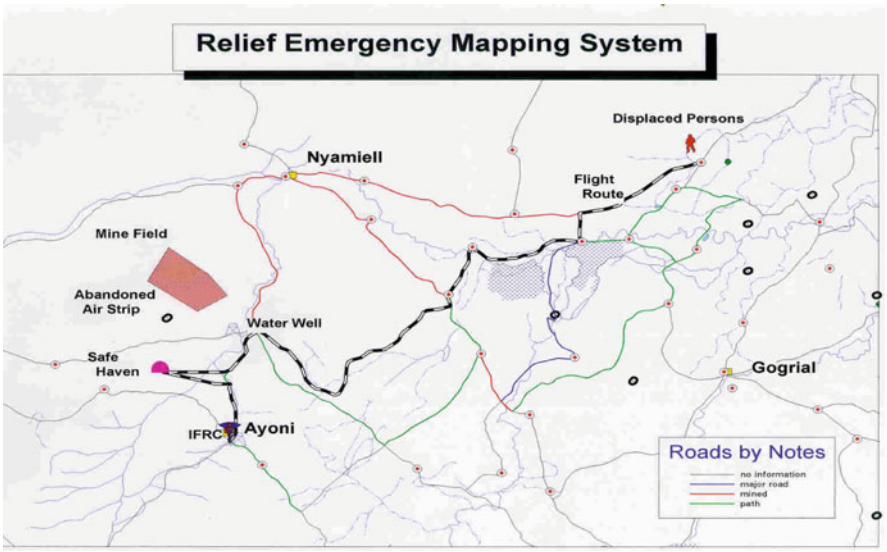


Fig. 6.3 Using data on ReliefWeb, operational maps are possible. © 2010 Courtesy of GDIN Project

Example of Animal-Friendly Information on ReliefWeb: The first tropical storm of the 2010 Pacific hurricane season, Agatha, made landfall on the Pacific coast of Guatemala on May 29, dumping more than 426 mm of rain in a short period of time and affecting 21 of the 22 departments of the country. . .In total, approximately 392,600 people need humanitarian assistance, most of whom live in isolated rural areas across the country, many of whom are all but cut off from assistance because of the damage to bridges, country roads and other transportation infrastructure. . . . The rehabilitation of agriculture and backyard farms (small livestock and kitchen gardens) is essential to ensure short-term food availability and enable diet supplements that include animal protein sources and plant micronutrients". . . The UN then decided who would manage the crisis relative to agriculture, and designated WSPA (World Society for the Protection of Animals) as a key point [OCHA: The Consolidated Appeals Process : The Consolidated Appeals Process (CAP) (2010)].

In part because of WSPA's reputation for disaster work in Latin America and the arrangement reached with OCHA in 2006, the relationship between animal protection NGOs and the UN is becoming more formalized. But no one NGO, no matter how excellent, can do it all. WSPA is excellent, but its DM staff is only a handful of highly trained and motivated personnel with a legacy going back to the heroic period of IPSA. It does have a large network of veterinarians of course to protect animals, and partner NGOs, regional, international, and local, to help in emergencies. The 1974 Cyprus crisis and the 11 June 2010 Flash Appeal by the

UN for Guatemala are prime examples of how this can be done and should be a model for animal protection NGOs in the future. Despite this very important tool however, ReliefWeb would not post strictly veterinarian information or development projects. However, the IAPC could develop a specific animal protection website and link it to ReliefWeb and other UN sites, thus giving animal protection NGOs a portal to the entire UN system while also providing pages relevant to animal protection. No such site now exists.

6.3.2 *UN Cluster System: Managing Disaster Interventions (New York and Geneva)*

On January 12, 2010, Haiti was struck by a massive earthquake that killed many people and flattened cities, especially the overcrowded capital. Humanitarian NGOs were and still are involved with livestock issues, an example being The Support Group for Refugees and Repatriated Persons (GARR), which runs a human rights monitoring program along the border. They have provided funds to over 200 farmers to replace or care for livestock (ACT Alliance 6/29/2010). To deal with the livestock elements myself, I joined FAO's Agriculture Cluster. I also joined the Health and Shelter Clusters, and facilitated the entry of IFAW. The clusters accepted me because they agreed with the argument that protecting livestock protected food security and jobs. In addition, the protection of livestock prevented the spread of disease. They did not agree out of love of animals, but what matters is that they did agree to protect livestock. So what is the cluster system and why should animal protection NGOs care about it? How does it link to diplomacy and fund raising?

During the 2010 disaster in Haiti, I assisted a number of NGOs with their work in that country and came to realize that the Shelter Cluster in particular did not cover agricultural structures. The above figure was provided by the Shelter Cluster. Notice that it focuses on human, not animal shelters. This is because animal protection NGOs did not join the cluster (Luege 2010). Every animal protection NGO needs to be aware of the cluster system because of the operational losses to animals if we do not belong and the opportunities for lobbying, diplomacy, and fund raising if we do. This holds true whether an NGO is an international rescue body, or a local shelter or sanctuary situated in a disaster-prone region. The clusters to be especially aware are Agriculture, Food Security, and Livelihoods, but also consider Health.

The cluster system emerged out of the UN's 2005/2006 humanitarian reform effort, to fill in gaps, strengthen response, ensure accountability, and build partnerships. These clusters, like the Shelter or Agricultural Clusters, are thematic groupings of NGOs, UN agencies, and government agencies, as well as partner corporations which are led by a Lead Agency and pull together related efforts. That is supposed to avoid duplication. Although they have not always worked as well as they perhaps should have, the concept is sound and offers significant networking opportunities for animal protection NGOs to raise funds through being a project implementing partner or for negotiating changes in rules.

Sitting above the cluster system, every UN disaster has a UN Coordinator who reports to the UN's Emergency Relief Coordinator (ERC) via the UN's Inter-Agency Standing Committee (IASC), which is the interagency body that coordinates how emergencies are to be managed. Members come from governments, UN agencies, the IFRC, and three humanitarian NGO networks. Because many of those organizations have overlapping mandates and skill sets, to avoid confusion in how assistance is applied, as well as gain cost efficiencies, relief bodies operate the thematic clusters. For example, the Agriculture Cluster is led by the FAO. The mix of clusters in an emergency will depend on the nature of the crisis, and the decision on which one will be activated is made by a UN Country Team made up of the lead UN agencies in consultation with the host nations and donor nations. The whole idea is to provide predictability and accountability in humanitarian response, which is why I think it is so very important for animal protection bodies to be a part.

In Somaliland, where I have been active since mid-2010, nine clusters are active: Agriculture and Livelihood, Education, Food Aid, Health, Protection, Logistics, Nutrition, Shelter, and Water and Sanitation. Unfortunately, no animal protection bodies are active in Somaliland; yet the need is definitely great. Livestock face drought and wild animals wander the streets of the capital in search of food and water, easy prey for people who want bushmeat. By being part of the cluster system, an animal protection NGO can influence relief policy at the ground level, as WSPA discovered during the Cyclone Nargis crisis. As their UN Affairs Director, I sat on many clusters in Bangkok and their lead Veterinarian (a New Zealander) did the same thing in Myanmar, where Americans were not allowed to operate. Between the two of us and other fine officers in WSPA, we were able to build synergies and partnerships with UN agencies, thus reducing the cost of moving animal feed and veterinary medicine to the disaster site.

As a former US official, I spoke with USAID and the Air Force, who agreed to fly pallets of feed for free. In addition, colleagues in the USDA donated maps for the whole emergency derived from satellite imagery in order to facilitate operations. The maps were donated for the benefit of the entire network of NGOs and agencies involved in the agriculture cluster. It is a good example of how bilateral diplomacy can reap rewards, which even though they do not translate into direct monetary contributions, equate to massive overhead reduction, and thus release scarce funds for other purposes (Shean 2008).

The cluster system links government agencies like USDA with UN agencies, NGOs, and other interested parties, and thus becomes a platform for Multilateral Diplomacy, meaning that around an animal protection NGO could be 50 other important players needed to be influenced at the same time. The system, which recently went through a major review, began as part of an examination of humanitarian practices in 2005. Humanitarians recognized that prior to then, emergency responses were often ad hoc and poorly coordinated, which in turn led to gaps in resources and speed of response. Therefore in September 2005, the IASC designated global "cluster leads" for humanitarian emergencies in nine sectors or areas of activity. The IASC principals also agreed that the cluster approach should be applied, with some flexibility, at the country level. The system has since been

strengthened through partnerships with industry, NGOs, and the Red Cross movement, as well as a suite of UN agencies and collaborating governments.

Recommendation: Animal protection NGOs should consider joining the cluster system, thus becoming part of a global network of experts who respond to emergencies and reflect on long-term development in ways that reduce the vulnerability of societies to disasters (IASC 2006). In other words, long before a vulnerable society is struck by an earthquake or a hurricane, the animal protection community can be influencing policy makers on how to integrate our concerns over conservation and protection into humanitarian policy making. This is also a function that could be helped by the IAPC. Individual NGOs need to join, but if the Bureau were a member of each cluster, it could keep the entire universe of animal protection NGOs informed of developments in the system and facilitate the integration of policy concerns. I mention this recommendation in particular because integration of work between the topical clusters is not as strong as it should be. While it will be tempting for some animal protection NGOs to focus just on the Agricultural Cluster, other clusters also offer real opportunities for collaboration that can benefit animals (Steets et al. 2010).

6.3.3 IASC and OCHA (New York)

Much has already been said about the IASC, especially with regard to the cluster system and the Consolidated Appeal. It was established in 1992 in response to UNGA 46/182 which called for strengthened coordination of humanitarian assistance. Led by the ERC of the UN, who reports directly to the UN Secretary General and is the head of the OCHA, IASC is made up of the chief executive offices of UN operational agencies, the IOM, World Bank, NGOs alliances like InterAction, CoNgo, and the Red Cross movement. It coordinates humanitarian policies and standards and thus could be an invaluable tool for animal welfare. As discussed in Disaster Response, it could issue statements calling for the integration of animal protection and humanitarian relief operations as an alternative to UNGA resolutions, or even in parallel.

OCHA is the arm of the UN Secretariat that is responsible for bringing together humanitarian actors to ensure coherent response to emergencies. OCHA also ensures there is a framework within which each actor can contribute to the overall response effort, and it supports the IASC. Its mission is to *mobilize and coordinate effective and principled humanitarian action* in partnership with national and international actors in order to alleviate human suffering in disasters and emergencies; advocate for the rights of people in need; promote preparedness and prevention; and facilitate sustainable solutions. Animal protection NGOs would do well to get to know OCHA if they are involved in emergency management, as OCHA might permit them to join in assessment missions, and use the assessment reports to inform the donor community of animal protection needs (Fig. 6.4).

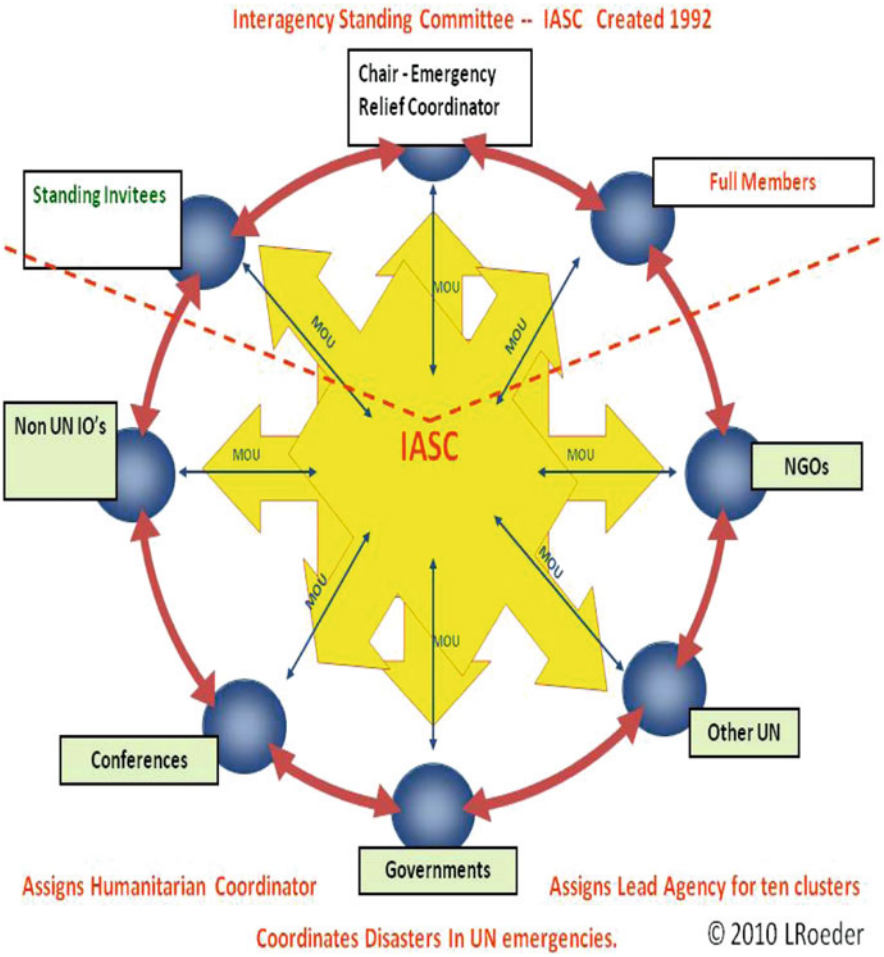


Fig. 6.4 Outline of the IASC system. (c) 2010 Larry Roeder

6.3.4 IFRC and ICRC: The International Red Cross Red Crescent Movement (Geneva)

The Red Cross has a number of arms, mainly national societies. One is the International Federation of Red Cross and Red Crescent Societies (IFRC), often described as the world's largest humanitarian movement, far bigger than the UN, and needs to be part of any NGOs thinking about integrating animal protection into development or emergency management, or as a source of invaluable information. The Red Cross movement began in 1863 when a group of Swiss men set up the International Committee for Relief to the Wounded. That became the International

Committee of the Red Cross (ICRC), which most people are familiar with. Each country has one national society, which in turn manages smaller committees, often at the county level. Taken together, those form the IFRC. By the end of World War I, American veterans realized that better coordination was needed, so while the League of Nations was being developed, so too was the Federation of Red Cross and Red Crescent societies, otherwise known as the IFRC, formed in 1919 in Paris. NGOs should develop a relationship with the National Society in each country they operate in, but also with the IFRC, if they wish to influence global policy. A global NGO might even negotiate bilateral arrangements with national societies in advance of emergencies.

Why would animal protection NGOs want to negotiate arrangements with a body that focuses so much on the plight of people? In the US Department of State, I worked closely with the Red Cross for many years, collaborating on best practices in emergency management, the development of the Tampere Convention on Emergency Telecommunications, general international humanitarian law, and crises like the breakup of Yugoslavia and both Gulf conflicts, in particular both the Iraq conflicts. The IFRC also sits on the UN's IASC, which sets UN relief policy. The movement also is part of the SPHERE project that develops relief standards. If we in animal welfare can influence the IFRC to amend their relief policy and cause changes to occur in SPHERE to protect animals, we can build partnerships with the largest humanitarian NGOs in the world, as well as UN relief agencies, ensuring that while refugees and the displaced are being helped in a crisis, even if animal welfare NGOs are not present, humanitarian agencies will help our clients.

Why would the Red Cross want to help us? What I learned working with the movement was that in addition to their having a deep understanding of the science of emergency management (see their annual World Disaster Reports),[1] they understood the link between crises management and sustainable development. They especially understand that in order to reduce incidents of violence it is important to protect jobs and food security, as well as limit exposure to infectious disease. Those are linked to animal welfare too. Especially in the developing world, a large percentage of people depend on animals for jobs and food. If the animals are treated cruelly, their productivity is reduced and therefore so is the human condition. Some NGOs will debate whether or not it is appropriate for animals to be used as labor or to be eaten, or their hides used for clothing. Fair enough, but for those who agree that doing this activity is appropriate when not cruel, the Red Cross movement can be a very useful and powerful partner. Not only can they foster animal-friendly

[1]Bushmeat trade in particular is a crisis not only for animal welfare/rights professionals and conservationists; but also for those practicing sustainable development in that it threatens the ecosphere even more than the conversion of land to living space and is a prime source of animal-human disease transmission. Yet socio-economic realities often work against this most ugly and cruel of trades. It is also the subject of both bilateral and multilateral diplomatic efforts by NGOs and governments.

programs on their own, they can influence how their implementing humanitarian NGOs work with animals and even influence how the UN and governments conduct their activities.

Between 2005 and 2009 I worked very closely with the movement on this nexus and much progress was made. This work is bigger than can be accomplished by one player, so my recommendation is that many animal welfare NGOs continue the effort, in part through the IFRC in Geneva and in part through bilateral relationships with National Societies. *Example*: after numerous one-on-one negotiations with senior IFRC officials, including the Secretary General, in November 2007, I was permitted to address the *30th International Conference of the Red Cross and Red Crescent Societies*. This gave me the opportunity to meet and discuss animal welfare with senior government and UN officials; I was also able to bring animal welfare to the attention of every Red Cross Red Crescent National Society. It was the first time this had ever been accomplished and set the stage for what could be in the future a series of regional agreements to protect animals. One of those agreements was reached in 2008 in Tunis, with the Arab Red Cross–Red Crescent Societies, thanks to the assistance of H.E. Abdullah Al-Hazza, Secretary General of the Saudi Red Crescent, and Muhammad Al-Hadid, Secretary General of the Jordanian Red Crescent and Chairman of the IFRC Standing Commission on March 20, 2008. I was allowed to address the 36th General Assembly of Arab IFRC Societies in order to propose that they change their policies on animals.[2] The argument was that if we do not reduce cruelty to animals, people will also suffer, there will be more poverty, hunger, and disease, and that will lead to more armed conflict. This issue was debated by each Arab national society and then the Secretary General for Tunisia (Dr. Tahar Cheniti) recommended a resolution which was passed by consensus that "*it is important to protect animals from disasters*." The conference also proposed that workshops be developed to build standards, also perhaps pilot projects in Sudan and elsewhere, the latter a recommendation of Dr. Habib, head of the movement in Sudan. Habib was a Veterinarian and Darfurian with "good links to nomads" and had gotten the discussion started with recollections of seeing cattle and camels dead from drought.

During the Tunis discussion and in other discussions with IFRC in Geneva, we also examined practical ways that the Red Cross movement could help animals. One way is to alter how animals and shelters interface. In the United States, local and state sanitation and safety laws generally prohibit animals from being in shelters. Common sense dictates that the introduction of livestock in refugee and IDP camps also poses similar problems. Nonetheless, as the world saw in the Katrina Disaster, people will go to great lengths to protect their animals. Katrina helped the American nation for the first time to focus on the plight of companion animals and the determination of owners to save them (Anderson and Anderson

[2](Roeder, Protecting Animals from Disasters: A New Humanitarian Perspective, 20 Mar 2008) http://www.artbyroeder.com/publications/IFRCspeechPROTECTING%20ANIMALS%20FROM%20DISASTERS.pdf.

2006). Similarly, owners of livestock in the developing world will go to enormous lengths to protect their own charges (Roeder and Badaoui 2008).

In nonconflict situations like Katrina, changing current IFRC policy could include developing predisaster agreements between the local Red Cross chapters, animal welfare bodies like the ASPCA, rescue leagues, and local animal shelters to take in and properly register and care for animals belonging to disaster victims. Some will protect livestock in situ or perhaps move them into common corrals, to avoid a volcanic eruption for example, pending the end of the emergency. Some might take the animals into their own shelters. I had also recommend that wildlife rehabilitation centers be part of the same system. For this to work, there has to an "incident command" structure in place that says to the government bodies that the animal welfare/conservation groups have certain rights and responsibilities and further that they will need to meet specific standards to that the animals receive the best possible care and so that rehoming is smooth.

Such a system would do much both to protect animals under terrible stress and to reduce stress on their owners. Part and parcel of this kind of system needs to be a transparent arrangement that allows registered bodies to enter private homes and properties to rescue abandoned animals. That was a real problem in Katrina, when National Guardsmen (trying to prevent looting) often prevented the appropriate invention of professional animal rescue groups, and when during the BP Gulf Disaster, wildlife rehabilitators were frequently prevented by the unified command from rescuing water fowl, despite a plethora of credentials (Clark 2010). To negotiate access to crises like Katrina and the BP Gulf Disaster, some recognized certification procedures will be needed, as well as bilateral agreements with national authorities. In the case of Katrina, this would include the Coast Guard and the USDA, but also Red Cross chapters and national societies. There also needs to be an international top-down effort that engages the IFRC in Geneva and regional bodies.

The situation with refugees is similar to that of people displaced by a natural disaster.

Conclusion: Though much more is needed to build on the *2008 Tunis Agreement*, it is worth nothing that this was the first ever regional agreement by the Red Cross Red Crescent movement to consider protecting animals in any manner. My belief is that if the animal welfare and conservation community were to organize behind this notion, it could build similar regional agreements and practical pilot projects at the national society level that solidified support. The lives of millions of sentient beings could be improved through interaction with this one movement and the reason it could happen is that these agencies are truly humanitarian and they can be made to understand that to succeed in their mission, they have no choice but to work with us.

6.3.5 The World Organization for Animal Health (OIE) (Paris)

The need to fight animal diseases at a global level led to the creation of the OIE through the international agreement signed on January 25, 1924. It is the IO most

responsible for improving animal health worldwide, though Pan American Health Organization (PAHO) also has a veterinary service that has been invaluable to the animal welfare community in the Americas. OIE is also recognized as a reference organization by the World Trade Organization (WTO) and in 2010 had a total of 176 Member Countries and Territories. The OIE maintains permanent relations with 36 other international and regional organizations and has subregional offices on every continent and a significant laboratory training program to facilitate early reporting of diseases, especially in livestock. Two of its working groups are of particular interest to NGOs:

- *Working Group on Wildlife diseases* Founded in 1994, this Working Group informs and advises the OIE on all health problems relating to wild animals, whether in the wild or in captivity. It has prepared recommendations and oversees numerous scientific publications on the surveillance and control of the most important specific wildlife diseases. The Working Group comprises world-leading scientific experts in their subject areas.
- *Working Group on Animal Welfare (AWWG)* A permanent AWWG was established in 2002 to coordinate and manage the animal welfare activities of the OIE. It is through that working group that animal welfare NGOs have been particularly effective, including WSPA, which gained provisional support for UDAW (OIE Secretariat 2010). In 2010, it conducted a great deal of work on the World Animal Health and Welfare Fund, which was created in 2004 by unanimous consent of the members to fund veterinary work, economic studies, identification of priority investments, "training of trainers," and the evaluation of veterinary services in 15 pilot countries in all continents. This could well be a source of funding by NGOs; however, in 2010, the fund denied funding for an NGO-led rabies program in Bali, except perhaps to supply free vaccines. In 2010, AAWG also agreed with the Aquatic Animal Health Standard Commission (a part of OIE) that it provide comments on welfare matters concerning fish. Members were invited to send comments on the proposed standard for killing farmed fish for disease control purposes. Other areas of potential interest are the welfare animals during transportation, as well as standards for broilers, beef cattle, as well as standards for farming, culling, harvesting, and transporting wildlife, though in the near future, OIE is unlikely to focus on specific species (Wilkins 2010).

6.3.6 International Strategy on Disaster Risk Reduction (Geneva)

In 2005, the US government, through the US Department of State, introduced animal welfare to the United Nations for consideration in the World Conference on Disaster Reduction (WCDR) held in Kobe, Japan. The Department of State recommended that International Strategy on Disaster Risk Reduction (ISDR) and the conference "encourage the establishment of national programs that link animal

welfare and human early warning, mitigation and response phases of disaster management." The proposal, supported by the Department of Agriculture through its Animal and Plant Health Inspection Service (APHIS), was raised at WCDR in January, 2005. It did not generate any action in the UNGA, as hoped, but at least caused a UN discussion and positive interaction between US agencies, governments, and NGOs from Japan, the United States, and the United Kingdom. It was also a precedent for future government action and the first time animal welfare had ever been taken up by the US government in a UN conference (Tanaka et al. 2004).

ISDR is the primary body in the UN responsible for coordinating risk reduction policies and is vital for the animal protection community (ISDR_Secretariat 2010). An example of why is the interest of ISDR [along with World Health Organization (WHO) and PAHO] is promoting earthquake-resistant hospitals – why not veterinary clinics or sanctuaries? To date, no discussion has taken place on veterinary clinics, which is unfortunate as was discovered in the 2000 earthquake in Pakistan. Many clinics were flattened, due to poor architecture. In 2010, also in Pakistan, Kund Park, a WSPA-sponsored sanctuary for abused bears was destroyed and many of the bears were also washed away. Bioresource Research Centre (BRC), who run the park and care for the bears directly, located only three bears as of the writing of this book and they have been transported to a different location (Regnery 2010). The question then is will the new site be disaster resistant, and should the topic of crafting disaster-resistant veterinary clinics and other animal shelter-like structures be the subject of bilateral discussions with ISDR, due to their own focus on fostering risk-resistant communities. Establishing agreements on location and structure standards for shelters and veterinary clinics would save animals and the people who tend to them by promoting institutions that are less resistant to flooding and other natural phenomena, and the establishment of effective early warning systems and evacuation routes. I also recommend *Surviving the Flood* by Gerardo Huertas and Juan Carlos Murillo of WSPA (Huertas and Murillo 2007). Whereas John Walsh's heroic work in Suriname in 1964 responded to a one-time flood caused by a new dam (Goodman 2001), what Gerardo and Juan have proposed are methods to reduce risks to future cattle annual floods. They are two of the best of today's generation of disaster experts.

6.3.7 UNHCR (Geneva and New York)

Since its inauguration January 1, 1951, the office of the UNHCR, based in Geneva, Switzerland, has led and coordinated international efforts to protect and provide durable solutions for the world's refugees. It also plays a key role in providing for refugees' basic needs, such as food, shelter, health care, and education. UNHCR works in over 116 countries. In 2007, as part of the UN reform project, UNHCR also agreed to take the lead for protection, camp coordination, and camp management, and emergency shelter for IDPs, who have the right to return to their homes in

safety and honor, and strengthening partnerships with international and nongovernmental organizations. UNHCR provides humanitarian assistance under both the Cluster Approach and other arrangements as either the lead agency or a partner for IDPs. Over 60 million people were affected. In 2006–2008 through its Technical Support Section in Geneva, the UN High Commissioner for Refugees participated in the development of a policy handbook on the protection of animals from disaster, and on the integration of animal welfare standards in UN response operations (Roeder and Badaoui 2008).

There is a distinct legal difference between Refugees and IDPs, but increasingly the international community has recognized that IDPs have not received the attention they deserved. This recognition really began in 1992 with a report by the Commission on Human Rights (CHR) which recommended that the Secretary General appoint a special representative on IDPs, which he agreed to do. By 1996, this led to guiding principles managed in coordination between the IASC and CHR. This is very relevant to animal protection since IDPs have the best chance of retaining their livestock in natural disasters and conflict. That is because they are not fleeing a combat operation, as is often the case with refugees.

6.3.8 UN Relief and Works Agency for Palestine Refugees in the Near East (GAZA)

Since 1950, the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) has provided education, health, and social services to Palestinian refugees and their descendants who reside in the West Bank, Gaza, Jordan, Syria, and Lebanon, numbering over 4.5 million. This particular organization is recommended because Gazans use livestock and in 2008, WSPA coordinated its efforts with UNRWA. Similar coordination will also be needed in parallel bodies wherever there are refugees or IDPs.

6.3.9 UN Security Council and the International Court of Justice (New York)

The UN Security Council is one of the UN's primary organs and is the only body that actually passes mandatory resolutions on nations. As already noted, there may be grounds to help animals under the proportionality concept of the law of war. The UN Security Council would be a good place to discuss this principle, as it authorizes the use of force and the use of peacekeeping forces and police actions. Committee Six (Legal Affairs) of the UNGA is also a good venue to definitions, as for example to include livestock in the Definition of Aggression (Aggression and Assembly 1974). If the Security Council dictated that intentional harm in war or

harm to animals due to disproportionate use of force was illegal, they have defined new international law and violations can be handled by the International Court of Justice (World Court) in the Hague. The World Court could also be brought in by the animal protection community because of the possible applicability of the *Convention with Respect to the Laws and Customs of war on Land*, adopted in The Hague July 29, 1899, which refers to limits on the powers of belligerents (Fig. 6.5).

The Security Council can also be a hindrance to animal protection NGOs if they do not follow its proceedings carefully. UN sanctions are often imposed by the UN Security Council in response to threats to international peace and security, as was done in 2011 against the Libyan government. They are done so under Chapter VII, Article 41, of the United Nations Charter, which authorizes the Security Council to require member states to implement measures not involving the use of armed force to give effect to its decisions. Under this authority, the Security Council has resorted to the use of multilateral sanctions to address threats to international peace and security where diplomatic efforts alone have been insufficient.

Fig. 6.5 We need a unified policy to protect people and animals

Those sanctions are in turn made real by national authorities through implementing legislation. A mistake can place an animal protection NGO in violation of both the UN and various national laws, and thus subject to fines and even harsher punishments. Unilateral sanctions regimes also exist, and are imposed by governments, and can be confusing, in particular with situations such as with the Israeli blockage of Gaza in 2010, but multilateral regimes set up by the UNGA tend to be structured, targeted political tools with public lists of rules and banned commodities. For the animal protection community, one impediment is that sanctions are implemented through national legislation which can prohibit the trade in sensitive commodities (sensitive to the crisis at hand) or financial transactions, even private expenditures. If there is any doubt, the NGO is best advised to consult with a sanctions expert on whether export licenses or special travel permissions are required to enter a specific country. This is very important because what may not seem sensitive to a veterinarian may be considered a "dual use" and therefore prohibited commodity in a sanctions committee. A good example is a cat-scanner which can be restricted without a special license because its parts could be diverted to war-time uses. Spending cash can also be restricted, as the USA does in US persons in Cuba, making operations difficult.

6.3.10 International Criminal Court (The Hague)

The International Criminal Court (ICC) is not a UN body, but its indictments can have severe impacts on operations in countries with which an animal protection NGO may wish to collaborate, e.g., Sudan in 2009 when the President of Sudan was indicted for crime against humanity, while Sudan was serving as chair of the G77. Further, if the Security Council or another multilateral court were to make rulings favorable to animal welfare, the ICC might be a venue for animal protection to take action.

"The ICC, governed by the Rome Statute, is the first permanent, treaty based, ICC established to help end impunity for the perpetrators of the most serious crimes of concern to the international community. The ICC is an independent international organization, and is not part of the United Nations system. Its seat is at The Hague in the Netherlands. The international community has long aspired to the creation of a permanent international court, and, in the twentieth century, it reached consensus on definitions of genocide, crimes against humanity and war crimes. In the 1990s after the end of the Cold War, tribunals like the International Criminal Tribunal for Rwanda were the result of consensus that impunity is unacceptable. However, because they were established to try crimes committed only within a specific time frame and during a specific conflict, there was general agreement that an independent, permanent criminal court was needed. On July 17, 1998, the international community reached an historic milestone when 120 states adopted the Rome Statute, the legal basis for establishing the permanent ICC.

The *Rome Statute* entered into force on July 1, 2002 after ratification by 60 countries" (ICC_staff 2010).

6.4 Development Bodies

6.4.1 The European Community and European Commission (Brussels)

Many NGOs have noticed that European governments and the European Commission are often friendly to animals. Therefore, it is important to understand how to communicate with the EC in a UN context and who makes decisions for the EC. One of the first surprises is that the EC is not accorded the same status as member states. That is because the EC is not a government, nor a state, only its constituent members are states. This means that the NGO must also develop relations with member state Foreign Ministries so that they guide the EC Representative to the UN. Animal protection NGOs also need to work with the EC office in New York, Geneva, Rome, or wherever negotiations are going on. Keep in mind that while member states value the EC's participation as an Observer to the UN, those normal observer rights, combined with representation through the European Union (EU) presidency, are considered the boundaries of their authority. The EC does try for full representation, what is called "additionality," but governments like the United States resist, insisting that representation be made through the Presidency country, which is a UN member state. That delegation will then speak on behalf of the community as a whole. The most EC officials get is accreditation by the Credentials Committee as members of the Delegation of the country holding the Presidency.

Despite these challenges, the EC is a welcome and powerful partner in the UN, the Red Cross system, as well as the World Bank Group. Having them on an NGO's side is a plus. My advice is to have an NGO representative to the UN make himself or herself well known to the EC Observer Mission to the UN, the Mission holding the Presidency (which rotates) and Missions of EU member states thought to be most helpful to the NGO's positions. However, be aware that the New York Mission of the EC to the UN does not set policy on animal welfare issues. That is done by the EC Observer Mission to the United States in Washington, DC, specifically through the office that handles Food Safety, Health and Consumer Affairs. This office often has officers expert in EC policies on animal welfare and get their instructions directly from Brussels. It is the same for the Australian and New Zealand delegations to the UN. Their Washington embassies develop animal guidance for them.

Many NGOs tackle the issue of EC positions in the UN by first approaching a relevant topical council like the *Agriculture and Fisheries Council* in Brussels to support their initiative. That council in turn might pass a resolution "of support in

principle for the development of the initiative." The resolution in question might then be sent to the Council of Europe, which also might pass a similar resolution, this time going even further, "*unanimous* support to the development of X initiative." That resolution is then passed through Washington to the EC Observer Mission to the UN, or perhaps through the Presidency. This might seem a victory. Every member state of the EU will now vote for the initiative! After all, the Council of Europe voted unanimously! Unfortunately, the victory may be illusory. "Agreements in principle" happen all the time in Multilateral Diplomacy. They do not mean "agreement in fact" or "agreement to actual text." The EC office in New York will then call around to the various EU member state Missions and ask them to inquire as to how far their governments feel this issue can go.

Suppose instead that the animal protection initiative is a text of some sort, a draft resolution, a Declaration, even a Convention, and the Council of Europe said "unanimous support to the development of the text." This is very strong language indeed, but it almost never means that the text has been blessed, only "its development." The NGO will have an ally in the EC, but the member states will need to vote, and while they might agree to the concept of "developing language," they just as easily can disagree on a particular set of words or agree to text changes that totally undermine the intentions of the initiative, from the perspective of the NGO. The NGO will still need to return to the individual governments and seek support for the "specific text."

Some also feel that with situations such as described above one might not need to go back to governments for support of specific text because a minister in the Council of Ministers is empowered to commit his or her government. In other words, the minister's signature is the signature of the whole government. Moreover, each minister in the Council is answerable to his or her national parliament and to the citizens that parliament represents, which is intended to ensure the legitimacy of the Council's decisions. All that is true, except that in the examples cited, the only thing to which the Council agreed to was a concept, not specific words. It is very important to pay exact attention to the words of any communiqué from Brussels.

Though it can seem an arcane point of international law for an animal welfare, rights, or conservation NGO to consider, the topic of "additionality" is important, especially as the European Union is expanding, as is its governing structure. It is also important because European Union member states are among the most productive and progressive in the UN system. The whole question of the legal status of the EU is changing and it may be soon that not just the EC but the EU gains "legal personality," with competence over specific issues like animal welfare in the UN. In such a situation, the EU might have the right to exercise the votes of the member states. In such a circumstance, the assumptions above will change, and negotiations on an "agreement in principle" or "an agreement to develop" could be held directly with the EU, the advantage being not having to negotiate with each member state individually. As of 2010, that date has not arrived (Maier 2010, June 11).

6.4.2 Group of 77 (G77) (New York, Geneva, Nairobi, Rome, Vienna, Washington, DC)

The Group of 77 or G77 was established in 1964 by 77 developing countries who signed a joint declaration in Geneva. Today the membership has reached 130 and chapters exist in Geneva, Nairobi, Paris, Rome, Nairobi, Vienna, and Washington, DC, for the World Bank Group. The loose coalition is easily the largest structure of developing states in the UN system. From a developing country perspective, the G77 is important because as a group, the members, some of whom are very weak, can negotiate with the world's strongest governments on an equal basis (Group-of-77 2010). This does not make the G77 a source of funding, but it is a central player in development policy and resolutions it endorses can drive funding policy. The NY chapter has hosted meetings on animal welfare, though it has never endorsed any particular initiative like UDAW. Animal protection NGOs should also keep in mind that all of the major resolutions in the UN General Assembly on sustainable development, sustainable agriculture, natural disasters, and humanitarian emergencies go through the G77, coordinated by an Ambassador selected annually for a term that runs with the calendar up to December 31.

6.4.3 Global Compact Leaders Summit (Geneva)

On July 2–5, 2007, the UN Global Compact Leaders Summit was held at the UN HQ in Geneva. The summit is held every 3 years and is a forum to discuss corporate social responsibility. It may offer opportunities for animal protection NGOs in the future. Over 1,000 chief executive officers, government ministers, heads of civil society, and labor organizations from all over the world attended the 2007 event and even more attended the June 2010 event in UN HQ, New York. The 2007 summit members adopted a chairman's summary document. Of interest to our community could be voluntary private sector engagement in the environment and voluntary public–private partnerships to achieve development goals. NGOs did participate in the Summit in 2010, including OCFAM and the Rainforest Alliance; however, I am not aware of any animal welfare or rights participants. Given the important networking aspect of such a summit, animal welfare NGOs need to attend so that they will gain access to the CEOs of major corporations and potential major donors. CEOs of major corporations are not only potential donors; their corporations are often powerful enough influence domestic policies on nutrition, farming, etc., all potential levers for animal protection.

6.4.4 World Bank Group (Washington, DC for HQ)

The World Bank Group was begun in 1944, is headquartered in Washington, DC, and provides financial and technical assistance to developing countries in order to reduce poverty. It also provides funds for projects aimed at fostering risk reduction.

Their work is primarily done through the provision of funds, "sharing knowledge, building capacity and forging partnerships in the public and private sectors," such as the civil society. It is really four development institutions owned by 187 countries. The four are the International Bank for Reconstruction and Development (IBRD) established in 1945, the International Development Association (IDA) established in 1960, The International Finance Corporation (IFC) established in 1956, the Multilateral Investment Guarantee Agency (MIGA) established in 1988, as well as the International Center for the Settlement of Investment Disputes (ICSID) established in 1965. The IBRD focuses on poverty in middle-income and creditworthy poorer countries. The IDA focuses on the world's poorest countries. The IFC, which is the private arm of the World Bank Group, offers an Agribusiness Department. All offer opportunities for the animal protection community.

The IFC in particular and the Bank Group in general offer many development-related opportunities for animal welfare interaction. As an example, the IFC Agribusiness Department of the IFC has projects focused on integrated pig and poultry sectors, some for extensive and some for intensive farmers (Ryan 2006). There really is not any limit to what NGOs the World Bank Group will work with, but at one time it was only environmental NGOs. Today, it works with thousands of NGOs, community-based organizations, labor unions, foundations, etc. that aim to "relieve suffering, promote the interests of the poor, protect the environment, provide basic social services, or undertake community development." So there are plenty of opportunities for the animal protection community. Since their inception, the IBRD and IDA have loaned more than 500 billion dollars for development projects. Over 18 years ago, international NGOs channeled over $7.6 billion of World Bank funds aid to developing countries. Today, NGOs channel over 15% of overseas development aid.

To the extent that animal protection NGOs partner with UN agencies, they may also find themselves as implementing partners to the World Bank Group. The group is not part of the UN, but it does have an memorandum of understanding (MOU) with UNHCR, WHO, and FAO to work on post-conflict areas, to prevent malaria and other diseases, and to protect food security in Africa, to name a few areas of interest. The Bank regularly partners with NGOs and hosts discussions on important policy issues in the context of using micro credits and other tools to reduce poverty, improve forests, expand the internet, reduce risks to disasters and spread vaccines. All of those initiatives could prove invaluable entrées for animal protection NGOs wishing to obtain funding or to simply change policy.

6.4.5 World Trade Organization (Geneva)

The WTO was created in 1995 as a partner to the World Bank and the International Monetary Fund. It is not a UN specialized agency; but is mentioned here because it has a cooperative relationship with the UN and because of its important role in trade regulation. Essentially, it is a multilateral forum for liberalizing trade and to ensure that trade flow smoothly, predictably and as free as possible. It was preceded by the

General Agreement on Tariffs and Trade (GATT). It also monitors compliance with trade agreements with the aim of reducing friction. Think of it as the trade component of the Bretton Woods monetary agreement, first established in 1944 to deal with many of the trade issues that led to World War I, harmed the economic structure between the world wars. That agreement led to the World Bank and the IMF.

"Sea turtle conservation, dolphin protection, animal health and food safety, and humane sustainable agriculture" are examples of environmental and animal-related issues discussed, negotiated, and sometimes disputed at the WTO (Regnery 2010). Also relevant to animal protection NGOs are the Uruguay Rounds of trade talks, which spanned 1986–1993 and led to the WTO being formed. GATT, and therefore the WTO, has an important role in agricultural trade, agricultural export subsidies, domestic subsidies, and sanitary and phytosanitary (SPS) measures. Discussions on livestock take place and the role of the OIE in particular, as both the value of intensive and extensive farming. This is clearly a body the animal protection community needs to pay attention to. In 2001 HSUS argued that Malaysia was incorrect in arguing that a multilateral agreement was needed for a government to enact a unilateral protection to sea turtles. The US government, supported by HSUS countered and prevailed in the WTO's appellate body that this was a wrong interpretation that would undermine Article XX (environmental, health and protection of exhaustible natural resources) of GATT 1994 (Regnery 2010).

6.4.6 Organization of American States (Washington, DC)

Headquartered in Washington, DC, the OAS is not a UN agency. It was established on April 14, 1890, as the International Union of American Republics, became the Pan American Union in 1910, then the OAS in 1948 with the adoption of the OAS Charter in Bogotá, Colombia. Its purposes are to strengthen peace and security in the hemisphere; promote representative democracy; ensure the peaceful settlement of disputes among members; provide for common action in the event of aggression; and promote economic, social, and cultural development, the last three of which are of special interest to animal protection NGOs. Livestock management efforts by OAS are also a key interest due to their link to food security and sustainable development. The OAS is also a potential funding source for NGOs (OAS Secretariat 2010; US_Department_Of_State 2010).

6.4.7 Organization for Economic Cooperation and Development (Paris)

First called the Organization for European Economic Cooperation (OEEC), the OECD was formed in 1947 to administer American and Canadian aid under the Marshall Plan in order to reconstruct Europe after the devastation of World War II. Since 1961, OECD has focused on helping its member states and the developing world to achieve sustainable economic growth.

OECD was a partner with UNESCO, the FAO and WSPA in the International Working Group on Animals in Disasters (IWGAID) and worked with HSUS on fisheries and trade at one time. In 2001 it also formed an International Council on Animal Protection (ICAPO), which still exists. ICAPO was formed because OECD used to rely on research that used animals for tests. Now OECD is trying to incorporate alternative methods to "replace, reduce, and refine animal use (the 'Three Rs')". ICAPO gained official status as "invited experts" at certain OECD programs in early 2002, joining other nongovernmental organizations representing business, labor, and the environment that were already serving as invited experts. ICAPO represents the views of more than 30 million members and supporters throughout Asia, Europe, and North America. In 2009/2010 ICAPP was also formed to promote animal protection in pharmaceutical testing (ICAPO 2010).

OECD's Nuclear Agency (NEA) participated in 2008 in the creation of the Protecting Animals from Disaster project managed by the independent IWGAID and coauthored the section on industrial accidents, fearing the impact to animals of oil spills, toxic chemical dispersants in the air and nuclear radiation from power plant accidents (Roeder and Badaoui 2008).

6.4.8 Economic and Social Council [New York and Geneva (ECOSOC) Plus Regions]

ECOSOC was the first venue through which nongovernmental organizations took a role in formal UN deliberations. A total of 41 NGOs were granted consultative status by the council in 1946; by 1992 more that 700 NGOs had attained consultative status and the number has been steadily increasing ever since, to 3,287 organizations in 2010. A good way to think of ECOSOC is as the central body of the UN responsible for promoting higher standards of living, employment and economic and social progress, though this is also done by the UNGA. ECOSOC consults heavily with NGOs and academia, and animal welfare NGOs have addressed the body as far back as 2004 on the link between animal welfare and sustainable development. Unlike the General Assembly, the organ does not contain all member of the UN, only 54 members elected by the General Assembly for 3 years; however, ECOSOC does provide guidance to many Specialized Agencies in the UN system and created the Commission on Sustainable Development, which can be a significant tool for animal protection NGOs (see Sect. 3.7).

6.4.9 Regional Economic Commissions

Five regional economic commissions report to ECOSOC, each an opportunity for participation by animal protection NGOs, especially for those with regional alliances of member societies.

These regional bodies are:

- The Economic Commission for Europe (ECE) (Geneva)
- The Economic Commission for Latin America and the Caribbean (ECLAC) (Santiago, Chile)
- The Economic and Social Commission for Asia and the Pacific (ESCAP) (Bangkok)
- The Economic and Social Commission for Africa (ECA) (Addis Ababa)
- Economic and Social Commission for Western Asia (ESCWA) (Beirut)

In each case, the commission sponsors standards, regional economic cooperation and projects. Membership includes countries within the region; but usually also traditional trading partners like the United States or Japan, sometimes even observer members that are subnational like the US territories of Puerto Rico and the US Virgin islands. Some, like the Commission for Europe can be very helpful in advancing sustainable agriculture, which could be quite helpful to animal protection NGOs focused on livestock. All focus on reducing poverty, microcredits, and technical assistance, all potential links for animal protection. Sustainable consumption is also a rising interest, especially in Africa, but also in Asia. Unsustainable consumption is a driver for intensive farming, so interacting with the economic commissions could be an important tool to advance sustainable consumption policies across entire regions. This is especially true in Africa where the commission assembled a group of experts in 2009 which "called for the promotion of agribusinesses as an essential element to Africa's industrialization efforts."

6.4.10 UN Children's Fund (New York)

The UN General Assembly created UN Children's Fund (UNICEF) in 1946 to focus on the emergency needs of World War II era children, but today its relief work is conducted from offices in over 150 countries. Like many UN specialized agencies and funds, it works through partnerships, often NGOs, especially in emergencies where it can be the lead UN agency. There is a natural link between animal welfare and UNICEF in the area of milk as nutrition, as well as in livelihood protection as it relates to livestock.

The IASC established a cluster-led approach to improve the UN's response to humanitarian disasters and made UNICEF responsible for the water and sanitation, nutrition, and feedings. WSPA participated in IASC activities in Bangkok related to the impact of Cyclone Nargis in Myanmar, and IFAW participated in cluster-led work in Haiti.

6.4.11 UN Conference on Trade and Development (Geneva)

UNCTAD is a permanent forum for discussions on trade and development issues and is funded through UN regular assessments. It functions through a variety of

intergovernmental groups and its 192 member states discuss how globalization relates to sustainable economic development, poverty reduction, and trade; investment is a major focus, and as a result could be an important tool for animal protection to fight intensive farming, harmful transportation, and trade procedures in live animals.

6.4.12 UNDP and UN Resident Coordinator System (New York and Regions)

The UNDP (New York) is often described as the leading UN development agency; however, despite its broad scope, there is little focus on livestock, though I think this could change. On the other hand, poverty and hunger reduction are focal points, and potentially very strong links for animal protection, given the dependence on livestock by the world's poor for income and food security. This conversation will be done by implementation of *Millennium Development Goals*, a set of time-bound development objectives.

The Resident Coordinator system (RC system) managed by UNDP is also an essential tool for animal protection. The RC system is intended to streamline UN programs around the world. Funded by UNDP, the RC's are also Resident Representatives of the UNDP Country Office. In addition, the UNDP Resident Representative is the designated representative of the Secretary-General for development operations. With this mind, every animal protection NGO needs to meet the RC in the country in which it will operate, to find out if local UN programs might be supportive of animal protection concepts. One could envisage local animal shelters developing partnerships with local UN entities through the RC office, agreements that allow for the safe positioning of livestock and companion animals during emergencies. One could also see partnering on long-distance transport and sustainable agriculture.

6.4.13 UN-HABITAT: UN Human Settlements Program (Nairobi)

Formed in 2001, this UNGA-created body tries to stimulate sustainable human settlements, water, and sanitation. UN-HABITAT is also the UN's focal point on 100 million slum dwellers, many of whom depend on poultry and other animals for food and income. Local animal protection NGOs should be able to partner with this agency in turning some animal agricultural activities to plants, perhaps setting up spay-neuter programs. In addition for those who wish to depend on poultry, animal protection NGOs could introduce humane urban poultry species programs like that proposed by Vinod S Kapur, founder and Chairman of Kegg Farms, India. Kapur's

project is the only successful example of sustainable, humane village poultry production in the world, which supports hundreds of thousands of impoverished village households and provides meaningful occupation to several thousands (Kegg Farms 2010). Also in 2010, the dual-purpose poultry stock developed by Kegg Farms were sent to Uganda for field testing, where they are performing at almost twice the rate as that of local birds. Also in 2011 through a collaborative program with Arizona State University, the broilers are being introduced in Ethiopia (Ghosh 2010).

6.4.14 World Food Program (Rome)

World Food Program (WFP) is the world's largest supplier of food to humanitarian relief operations. Animal welfare NGOs could be a tool to enhance food security though humane methods in fragile environments, reducing the need for WFP supplies. The WFP is also the UN's front-line agency in the fight against global hunger, an increasingly tough job due to rising food and fuel costs that added on average 50% to the cost of feeding the world's hungry in 2007. In 2007/2008, WSPA consulted with WFP on integrating animal welfare into UN response efforts, and WFP provided advice to the Protecting Animals from Disasters project managed by the IWGAID (Roeder and Badaoui 2008).

6.4.15 Food and Agriculture Organization (Rome)

The FAO was established in 1945, as a UN specialized agency providing data, technical expertise, policy coordination, and international standards in agriculture, nutrition, fisheries, and forestry. Both FAO's Livestock Department and their Crisis Management Center – Animal Health, which has responsibilities for helping to prevent pandemics, are very useful offices for animal protection NGOs. In 2008, WSPA partnered with the FAO in the provision of emergency assistance to livestock in Myanmar after Cyclone Nargis, which could be a model for other animal welfare NGOs. HSUS has also partnered with FAO on combating the extremes of agribusiness. IFAW also worked with FAO on the protection of elephants, as have a number of other NGOs like Compassion in World Farming. Its broad agricultural agenda provides a wide potential for collaboration with animal protection organizations.

6.5 The Environment

6.5.1 Intergovernmental Panel on Climate Change (Geneva)

The Intergovernmental Panel on Climate Change (IPCC) was created in 1988 as a joint effort of the World Meteorological Organization (WMO) and the UN

Environment Program. This is really a community of climatologists, scientists, and technicians that advise governments on the science of climate change, its potential impacts, and ways countries can adapt to mitigate climate change. The body is in fact is credited by most experts as having documented the science which proved that the climate is changing due to human activity. In 2008, I consulted with the Chair of the IPCC while developing an NGO action plan on climate change through the NY-based Climatecaucus.net coalition, and during those conversations elicited statement of support for animal welfare. My recommendation is that a intra-NGO committee of animal protection NGOs be formed that can act as a formal liaison between the IPCC and our community.

6.5.2 UN Framework Convention on Climate Change (Bonn)

The UN Framework Convention on Climate Change (UNFCCC) entered into force in March 1994, the ultimate objective being to stabilize or reduce greenhouse gas concentrations before irreparable damage is done to the atmosphere. This led to the Kyoto Protocol in February 2005 that required developed nations to reduce their collective emissions by 2008–2012 by an average of 5.2% below 1,990 levels. This is not the book to delve into the intricate history of climate negotiations, but it is important to note that livestock are a significant source of emissions and therefore it is very important for our community to participate. If we can offer solutions that reduce emissions, we may be able to reduce intensive farming. Some animal protection NGOs have already started. HSI also participated in KlimaForum09 – the civil society climate change conference held parallel to the UN conference in Copenhagen. At both venues, they distributed copies of their own climate change policy recommendations (Regnery 2010). HSI's Australian office is the lead for their efforts on the climate, which is very pertinent because Australia, like many other governments, has been worried that the continuing rounds of talks will fail to agree on a set of mandatory targets to reduce carbon emissions. This is one reason the Copenhagen talks were considered a failure by some and why there is talk of a Copenhagen-bis,[3] a second and even third meeting to take place in 2010–2011. There are many reasons for this pessimism. One is that the United States may not be able to unify behind new standards. Another is that Russia and China, as well as Sudan and other oil producers, want to develop their resources and take the point of view that they should come before climate, regardless of the implications for the planet. In fact, Russia and China have signaled opposition to mandatory targets, due to fears over their economic impact. This leads to the third reason the negotiations may fail. In an effort to achieve an agreement, the targets that are under consideration are also deadly for small island nations in the Pacific, guaranteeing eventual

[3]The term bis is often used in diplomatic parlance to mean a second try. It derives from the musical term of the same meaning.

elimination of some 14 countries as oceans, and in turn will force migrations, which the island nations are calling climate refugees. UNHCR refuses to use the term, preferring "refugee" to be limited to political refugees.

One political issue that emerged is the plight of small island nations, some of whom may sink below the waves in the next few decades, along with their livestock and wild animals. Australian Prime Minister Kevin Rudd said on August 5, 2009, that success in the negotiations was required to save the pacific island nations, but the impression of many is that the climate negotiators in Europe, Japan, the Americas, etc., will not support the targets the islanders want and they "just needed to adjust." Australia and others have recognized that the islanders are the least to blame for our troubles. It is the same for indigenous populations in the Arctic and elsewhere. The rest of us, most of whom live on high ground, did the damage. So Islanders and the indigenous peoples are feeling very distressed, that this is an unsupported human rights issue, and therefore will fight for their rights in the negotiations. Again, while it is true that animals are not central to the debate, they are directly impacted by the outcome, so it is imperative that animal protection NGOs be heavily involved. The implications for animal welfare are huge, meaning massive losses for farm and wild animals.

6.5.3 UN Environmental Program (Nairobi)

UNEP was founded in 1972 and has six regional offices (Europe, Africa, North America, Asia and the Pacific, Latin America and the Caribbean, and West Asia) and a governing council of 58 member states, plus officials elected by the UN General Assembly. The mission is to protect the environment and reduce depletion of the ozone layer and carbon buildup, but it is also involved in disaster management and protection of endangered species. The work of UNEP in evolving international environmental standards is pertinent to animal welfare through the Secretariats of the Stockholm Convention on Persistent Organic Pollutants, the Montreal Protocol on Substances that Deplete the Ozone Layer, and the Rotterdam Convention on Prior Informed Consent (for the international movement of chemicals). Core programs, such as early warning and assessment of environmental threats, the regional seas program, capacity building for domestic environmental governance in developing countries, and the global program of action to combat land-based sources of marine pollution all have relevance to animal welfare and conservation. Animals owned by pastoralists, farmers, companion animals, and indeed all animals in some way are impacted by both the general environmental works and the related climate work done by UNEP. The UNEP compound in Nairobi, Kenya, and the surrounding environs are also home to a host of NGOs involved in sustainable development, environmental protection, and peace management.

6.5.4 Climate Caucus Network (New York)

As a result of the science reported out by the IPCC documenting the impact of climate change on the entire planet, including animals, in 2007 the over 1,000 NGOs who participated in the 60th UN DPI/NGO conference, adopted by acclamation of a declaration, *Climate Change Threats: An NGO Framework*. This was managed by the newly formed Climate Caucus Network (CCN) of NGOs, some of whom were animal welfare and conservation NGOs. The network's participants committed to work collaboratively over the next 12 months to prepare a report for the UN Secretary General. The Declaration strongly recommended that all sectors of society partner to implement concrete solutions based on recommendations that will emerge from the report. To be "climate-sensitive," the report, crafted by Climate Caucus, was widely distributed by electronic means. With regard to the welfare of animals, the report contains many recommendations by WSPA, Humane Society, USA, Institutet för rymdfysik (Sweden), Deutsche Tierschutzbund e.V. (German Animal Welfare Federation), Royal Society for the Protection of Animals, International Farm Rescue, Compassion in World Farming, The Nature Conservancy, Wildlife Conservation Society, National Center for Ecological Analysis and Synthesis (Santa Barbara), Conservation International's (CI) Center for Applied Biodiversity Science, Wilburforce Foundation's Yellowstone to Yukon Conservation Program, Bolivian Wildlife Society, and 90-North.

6.5.5 World Meteorological Organization (Geneva)

The WMO facilitates a free exchange of weather and climate data, products, and services between its 182 member states and six member territories, the idea being that this system will save lives and property through better early warning and planning. It also helps member states enhance their systems. All of this is directly relevant to the animal protection community, as weather directly impacts on the welfare of free range livestock and other animals, the availability of water and food, and of course there is the need to be aware of encroaching high winds and storm surge. In 2008, I consulted with the Director General of WMO on the climate issues, relative to both the impact of intensive farming on the climate and the impact of changing climate patterns on livestock. At that time he offered to be of assistance to our community. One way in particular it can help would be to facilitate the development of agriculture-specific systems.

6.5.6 United Nations Convention to Combat Desertification (Bonn)

United Nations Convention to Combat Desertification (UNCCD) rose out of the 1992 Rio Earth Summit, entering into force 4 years later, with 193 members. This is

very relevant to animal protection because the convention is designed to encourage systems that combat desertification and mitigate drought, particularly in Africa. The community-based approach also empowers local people to take the lead in sustainable agricultural development, thus becoming a force to combat famine and food insecurity. This may be an important opportunity for the animal protection NGOs, because of the impact of desertification on farm animals and wildlife. Participation in UNCCD would provide such NGOs an opportunity to discuss sustainable land management issues and sustainable agriculture practices for arid, dry, and subhumid lands. Especially relevant to this discussion is the start of the *UN Decade on Desertification*, which began on August 10, 2010. Lead agencies are UNEP, UNDP, the International Fund for Agricultural Development, and other relevant bodies of the United Nations, including the Department of Public Information of the United Nations Secretariat.

6.6 Health and Science

6.6.1 Pan American Health Organization (Washington, DC)

PAHO began in 1902 as the Pan American Sanitary Bureau, making it the world's oldest intergovernmental health organization. Animal welfare NGOs have had a long relationship with it in the handling of disasters, though none as of 2010 have a formal MOU to manage operations. That would be a natural focus of diplomatic attention. PAHO has perhaps the most robust communications network in Latin America and is also involved in every country throughout the Americas and the Caribbean, so would be an invaluable networking tool for any animal protection NGO. The most natural partner in PAHO is the Office of Disasters and Veterinary Public Health in Washington, though its many other offices also offer unique opportunities.

6.6.2 World Health Organization (Geneva)

The WHO was established in 1948 with the objective of giving all people the highest possible level of health. WHO has 193 member states, two associate members, many international organizations, more than 180 NGOs, and nearly 1,200 leading health-related institutions around the world designated as WHO collaborating centers. Like PAHO, WHO is an invaluable source of information on veterinary practices for animals as well as the risks of zoonotic diseases. More than that, WHO is also the world authority on pandemics, which have their basis in animal viruses that have been mutated and blended with human viruses. During a pandemic crisis, their advice will be essential.

6.6.3 *United Nation Education, Scientific and Cultural Organization (Paris)*

UNESCO was established in 1945, has a membership of 93 states, and focuses on education, culture, communication and information, natural sciences, and social and human sciences. It also promotes science and the protection of the cultural and natural heritage of humankind. WSPA's In Awe project has a long relationship with UNESCO (WSPA-International 2010). In addition, while serving as UN Affairs Director for WSPA, UNESCO's Chief of Disaster Risk Reduction cochaired with me the independent International Working Group on Animal Welfare. The group, made up of volunteer officers from OIE, OECD, FAO, the IFRC, USDA, and other agencies, created an important booklet on the rationale for protecting animals from disasters called *Protecting Animals from Disasters* (Roeder and Badaoui 2008). I highly recommend this independent report as a simple, independent tool to use with Ambassadors and other senior policy makers who are not familiar with animal protection. There has also been some talk about using UNESCO's Intangible Cultural Heritage Treaty as a tool in the fight against Bullfighting, though it is worth noting that the Convention was established to assist countries in preserving traditional activities, so the bias of the Convention might be more to assist Spain to preserve bullfighting than stop it. Nonetheless, it might be worth trying to put the point of view before the body (Engelken and OSiekman 2010).

6.7 Conservation Bodies

6.7.1 *Convention on International Trade in Endangered Species (Nairobi)*

CITES is an example of a convention that started from a UN General Assembly resolution, perhaps a lesson for both UDAR and UDAW. That resolution was passed in 1963, but CITES did not go into force until 1973. Although the convention is legally binding, like any other convention, it does not take the place of national laws. Conventions like CITES are frameworks and each signatory must adopt its own domestic legislation to ensure national implementation. As of the writing of this book, 175 governments have signed (UNEP 2010). HSUS participated in the creation of CITES back in 1973 and in every Conference of the Parties (CoP) since. John Walsh of animal rescue fame was also heavily involved in CITES's creation (CITES Secretariat, Geneva 2010).

To the extent that an NGO is interested in endangered species, it should work with UNEP and CITES. CITES's aim is often described to ensure that international trade in specimens of wild animals and plants does not threaten their survival, but the term is "unsustainable exploitation," which could include cruelty because the

trade is question is often very cruel by its nature, harvesting elephant tusks, eggs of sturgeon, and rhino horn. CITES uses the UNEP World Conservation Monitoring Center to computerize data on wildlife trade and use of animals and plant life, which forms the main database on international trade in CITES. Whether an animal welfare or conservation NGO, this is a good source of data.

In the United States, the US Fish and Wildlife Service, Branch of CITES Operations Division of Management Authority, has an extensive process of public participation in preparation for meetings of the CoP to CITES. Notices were published in the Federal Register in preparation for CoP15, which was held in March 2010 in Doha, Qatar. A number of US-based NGOs also participate in CoPs as observers; NGOs interested in that process can become an observer. NGOs are heavily involved in the discussions at CoPs, where they may also participate in working groups. Although they may not vote at a meeting, NGOs are very important part of the CITES community and are actively involved in the work of CITES.

With regard to funding, NGOs do provide funding to the Sponsored Delegates Project, which is a CITES Secretariat initiative to ensure that every party can be represented at CoPs by at least two delegates. It exists as an externally funded mechanism to provide financial assistance to parties wishing to attend CoPs in a manner that is free from possible donor influence on delegations. Parties eligible for SDP support are those included in the UNDP list of developing countries. For more information on the Sponsored Delegates Project and additional NGO involvement in CITES, interested NGO should contact the CITES Secretariat (St._John 2010).

6.7.2 Commission for Conservation of Antarctic marine Living Resources (Tasmania)

Established in 1982, this is a classic international organization open to the states which originally participated in the adoption of the Convention. One very important aspect of the work relates to the Patagonian toothfish, which many NGOs wish to be covered under CITES. The toothfish are still being hunted by pirates, as late as 2010. Managed out of Tasmania, Commission for Conservation of Antarctic Marine Living Resources (CCAMLR) was established mainly in response to concerns that an increase in krill catches in the Southern Ocean could have a serious effect on populations of krill and other marine life, particularly birds, seals, and fish, which mainly depend on krill for food. One of their problems is implementation, caused by the harsh environment and the size of the Antarctic. To deal with that, some have proposed the use of unmanned aerial vehicles (UAVs), UAVs such as the solar powered PeaceWing proposed in the 1990s by the US Department of State and NASA. This technology project was developed for the NGO community in part to track livestock and endangered species (Roeder 2003). However, whales and seals are not excluded from protection because they are

covered by the International Convention for the Regulation of Whaling and the Convention for the Conservation of Antarctic Seals (CCAMLR Secretariat 2010).

International organizations, NGOs, and industry associations participate in CCAMLR as observers. They include the Coalition of Legal Toothfish Operators (COLTO), Antarctic and Southern Ocean Coalition (ASOC), UNEP, Commission for the Conservation of Southern Bluefin Tuna (CCSBT), Western and Central Pacific Fisheries Commission (WCPFC), Scientific Committee for Antarctic Research (SCAR), Committee for Environmental Protection (CEP), IWC, and Agreement for the Conservation of Albatross and Petrels (ACAP). NGOs do not donate funds but do participate by contributing papers to meetings and, on invitation, speak at meetings. Industry associations have also made voluntary contributions for activities such as capacity building (Wright 2010).

6.7.3 Commission for the Conservation of Southern Bluefin Tuna (Canberra)

Established in 1994, Australia, Japan, and New Zealand are the founding members, this body, which manages fishing quotas. An underlying dispute is a Japanese posture that whales eat fish and therefore must be themselves controlled. Southern Bluefin Tuna (SBT) were heavily fished in the past, with the annual catch reaching 80,000 tones in the early 1960s. Heavy fishing resulted in a significant decline in the numbers of mature fish and the annual catch began to fall rapidly. In the mid-1980s, it became apparent that the SBT stock was at a level where management and conservation was required. There was a need for a mechanism to limit catches. The main nations fishing SBT at the time, Australia, Japan, and New Zealand, began to apply strict quotas to their fishing fleets from 1985 as a management and conservation measure to enable the SBT stocks to rebuild.

There are opportunities for animal welfare/rights and conservation NGOs to participate. Any one may apply to attend meetings as observers on a meeting specific basis. To date, the most common NGOs to participate in meetings are: HSI (USA), WWF (Australia), BirdLife International (BLI) (UK), and Traffic International (UK). Birdlife is the World's largest partnership of conservation organizations. Observers must fund their own participation. There are no funds for contracts (Kennedy 2010).

On May 20, 1994, the then existing voluntary management arrangement between Australia, Japan, and New Zealand was formalized when the Convention for the Conservation of Southern Bluefin Tuna, which had been signed by the three countries in May 1993, came into force. The Convention created the CCSBT. Other fishing nations were active in the SBT fishery, which reduced the effectiveness of the member's conservation and management measures. The principal nonmember nations were Korea, Taiwan, and Indonesia. There were also a number of other fishing vessels flying flags of convenience, which operated in the fishery.

As a matter of policy, the CCSBT has encouraged the membership of these countries. The Republic of Korea and Indonesia joined the Commission on October 17, 2001, and April 8, 2008, respectively. The Fishing Entity of Taiwan's membership of the Extended Commission became effective on August 30, 2002. The Philippines, South Africa, and the European Community were formally accepted as Cooperating Nonmembers on August 2, 2004, August 24, 2006, and October 13, 2006, respectively (CCSBT Secretariat 2010).

6.7.4 The Bonn Convention (Bonn)

The CMS or Bonn Convention aims to conserve terrestrial, marine, and avian migratory species throughout their range. It is an *intergovernmental treaty*, concluded under the aegis of the UNEP, and has 113 signatories as of January 1, 2010 (CMS Secretariat 2010). Informal de facto partnerships exist with a large number of other NGOs, e.g., for campaigns (during Year of the Gorilla 2009, e.g., CMS cooperated with the Gorilla Organization, the Wildlife Law Enforcement Project PALF in Congo Brazzaville, and the Frankfurt Zoological Society, to name only a few), for agreement implementation or on other issues of mutual concern.

The formal partner NGOs, with which CMS has Memoranda or Partnership Agreements are:

- AMMPA (Alliance of Marine Mammal Parks and Aquariums)
- BLI (BirdLife International)
- GNF (Global Nature Fund)
- ICF (International Crane Foundation)
- IFAW (International Fund for Animal Welfare)
- IUCN (World Conservation Union)
- SCF (Sahara Conservation Fund)
- WAZA (World Association of Zoos and Aquariums)
- WCS (Wildlife Conservation Society)
- WDCS (Whale and Dolphin Conservation Society)
- WI (Wetlands International)

No direct funding is given by the CMS Secretariat to NGOs, but in-kind support has been provided by NGOs (e.g., IFAW secondment, various support toward meeting organization and publications), as has some funding for joint projects. WAZA and WDCS were the CMS's NGO partners during the Year of the Gorilla 2009 (YoG2009; www.yog2009.org) and the Year of the Dolphin 2007/2008 (YoD), respectively, playing key roles for the educational and outreach components of these campaigns. Also, WAZA helped raise funds for YoG projects.

The CMS Agreement on African Eurasian Waterbirds (AEWA) cooperates closely with BLI and WI on a number of projects, both of research and of implementation nature. During the Wings over Wetlands project (funded by the Global Environment Facility), BLI and WI were the main implementing partners,

and produced such campaign outputs as the Critical Sites Network tool. EWA also puts out calls for tenders, as is currently the case for an envisaged study on power lines and the electrocution of birds.

NGOs often act as implementing partners. For example, the funds raised for projects during the Year of the Gorilla were channeled through NGOs to field-projects. In this case their Scientific Council selected the most suitable projects submitted by interested NGOs. If a bidding process is involved, as for the AEWA project mentioned above, NGOs can of course bid. This concerns "strictly animal welfare" NGOs (the line being hard to draw, as many conservation NGOs are also involved in welfare issues). IFAW, one of the world's most active animal welfare organizations, has been an official partner of CMS since November 2005. In 2006, IFAW supplied technical and financial support through joint activities (capacity building and stranding networks). IFAW has also actively supported the implementation of the convention by seconding a staff member to CMS in the run-up to the 9th CMS CoP in Rome (December 2008). This secondment, which ran for 1 year, focused on marine and cetacean conservation issues such as by-catch or noise and chemical pollution. CMS and IFAW will continue to collaborate regarding marine mammals.

Further topics of potential cooperation are:

- Elephants
- Sharks (especially re. finning and possible awareness campaigns)
- Collaboration on info material and publications

CMS also worked closely with the UK-based Born Free Foundation during the Year of the Gorilla 2009. Born Free was supporting the campaign in its role as a GRASP-partner (GRASP, the UNEP Great Ape Survival Partnership, was a partner of CMS in the YoG). As CMS allows for sustainable use of species under certain, defined conditions, this may be seen as an issue by some animal welfare organizations. However, our experience shows us that cooperation is possible and fruitful, if specific common goals are found and strived toward (Virtue 2010).

6.7.5 Convention on Biological Diversity (Montreal)

It is not clear that animal welfare NGOs participate, because Convention on Biological Diversity (CBD) does not protect wildlife from inhumane treatment; however, conservation NGOs do participate. In fact, "Reflecting the important role of civil society in the development and implementation of the CBD, the Secretariat has launched a newsletter to act as a forum for sharing experience and information on the work of civil society organizations toward the objectives of the Convention (CBD Secretariat 2010).

6.7.6 International Whaling Commission (Cambridge, England)

IWC has existed since 1946, with the role to fight for a moratorium on commercial whaling, partly for conservation, partly for humane processes. Major animal welfare bodies like HSI participate in discussions to protect everything from the tiny Minke to the blue whale. Unfortunately, despite a 1986 whaling ban, some countries still hunt whales commercially today, especially Japan. Korea wants to participate, and Iceland. Indeed, this has become a major political issue in the Commission, with some governments accusing Japan of buying votes to allow a "scientific" catch. The IWC almost collapsed in 2010 over these issues; that failure plus years of whaling (what many consider the cruelest hunt) is led to direct action bodies like Sea Shepherd to conduct rescue operations in what was intended to be a whaling sanctuary (Regnery 2010). Any NGO may be accredited observer status by the IWC, but requests must be submitted to the Commission 60 days prior to the start of a meeting (IWC Secretariat 2010).

6.7.7 North American Free Trade Agreement and North American Agreement on Environmental Cooperation (Ottawa, Mexico City and Washington)

In 2002 in connection with these agreements, HSUS working with Earth Voice and the NAASEC's Commission on Environmental Cooperation (CEC) called for a study on the environmental impact of the new international airport at Lake Texcoco. CEC took this up in Montreal.

Epilogue

Whether NGOs are in the conservation, animal welfare, or rights communities, the issue of the rights of animals arises. Many animals are sentient. Some probably have sentience not yet discovered by science. Surely at some level, all animals deserve humane treatment, and more. But who will carry their flag? To understand that, I am reminded of a conversation some people had with Eleanor Roosevelt in 1948 just a few days before the approval of the Universal Declaration of Human Rights. The world was full of totalitarian regimes then, all fighting the tenets of the Declaration, just as today the world is full of industries and governments that do not give animals their due. Mrs. Roosevelt's answer to the question about who would carry the flag of human rights was "a curious grapevine," by which she meant the NGO community (Special to NY Times 1948). That is the future of animal protection as well, its flag being carried forward across hostile lands by NGOs.

Just as civil society demanded and eventually convinced governments to sign up to the Human Rights Declaration, it is only a matter of time before the animal protection NGOs will do the same for their clients, through UDAW, or UDAR or some other instrument or instruments. The tools to win this victory will be lobbying and diplomacy.

L.W. Roeder, *Diplomacy, Funding and Animal Welfare*, Animal Welfare 12,
DOI 10.1007/978-3-642-21274-1,

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