

Capacity Building in Humanitarian Aid PSO 2007 - 2010 Policy Modification

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1 Background of this Policy Document, Introduction

This policy paper describes an update of the PSO policy for humanitarian aid, which dates back from 1998. Through an analysis of the current situation and internal and external developments we arrive at lessons learned and policy intentions for the period 2007 to 2010. This chapter will discuss successively: a short description of PSO (1.1), the objective of this policy paper (1.2), the reason for specific humanitarian aid policy (1.3) and a number of reasons for the modification of the current humanitarian aid policy (1.4). The last paragraphs describe for whom this policy document is intended, how it was developed and the decision-making procedure.

1.1 PSO background

PSO is an umbrella organisation of 46 Dutch private development organisations (members) that focus on strengthening the capacity of civil-society organisations in developing countries (the partners). PSO considers capacity building as the process in which organisations improve their operation and increase their capabilities by investing in their staff, members and volunteers. They influence their environment directly or through their network, particularly the institutional context in which they are active. PSO works for the member organisations and their southern partners. The focus is on knowledge development and finance of activities in the field of capacity building. In addition, PSO renders services in the area of personnel affairs overseas. The theme of strengthening the capacity of civil-society organisations in developing countries is visible in all activities.

1.2 Policy document objective

PSO's current policy document about humanitarian aid dates back to 1998 and strongly focuses on the deployment of personnel. Both externally (see 1.4) and within PSO major changes have taken place since then, weakening this focus. Adjustment of the existing policy is therefore necessary. The objective of this policy document is to provide more direction and to create a framework for the continuation of PSO's involvement in humanitarian aid. This way, PSO meets the wishes of, inter alia, PSO members, partners, the Ministry of Foreign Affairs and the interested outside world, including researchers, consultants and the media.

1.3 Why Humanitarian Aid within PSO?

Why is PSO involved in capacity building in humanitarian aid? This has various reasons. There still is a great demand for humanitarian aid. The number and the complexity of conflicts have increased as well as the number of natural disasters. Seventeen of the 46 members are in some way involved in humanitarian aid. There clearly is a need amongst PSO members for quality improvement of humanitarian aid and a desire for more attention for strengthening the capacity of partner organisations in the South.

PSO members that have humanitarian aid as their core business or as a component (situation in January 2007) are: Amref, CARE Netherlands, Cordaid, Dorcas, Healthnet-TPO, ICCO, Kerkinactie, Netherlands Red Cross, Oxfam Novib, Tear, Terres des Hommes, War Child, World Vision and ZOA Refugee Care. Pax Christi, Hivos and HOM work in the areas of peace, reconciliation and human rights.

PSO has a humanitarian aid policy since 1993. This is translated in personnel services, financing and stimulation of knowledge development. PSO fulfils a stimulating role by continuously looking at the work from a capacity building angle. In addition, PSO plays an important part in the identification of relevant issues within humanitarian aid and PSO serves as a platform for the mutual exchange of knowledge by members

and as a source of expertise in the field of strengthening capacity. PSO deploys a broad interpretation of the humanitarian aid concept, i.e. all types of aid during and surrounding humanitarian crises. It consequently does not just concern emergency aid, but also rehabilitation, conflict prevention, disaster risk reduction and disaster preparedness (see box 5 on page 18: categories of humanitarian aid). Exactly because PSO interprets humanitarian aid in a broad manner, PSO can advance a smooth transition from emergency aid to structural aid. Capacity building in the humanitarian field of action distinguishes itself from regular development cooperation through a different dynamic, which is characterised by speed, large flows of money, sudden situation changes (for example an area becoming inaccessible due to the resurgence of a conflict) and pressure on efficient and effective action. For this reason, PSO pursues a specific humanitarian aid policy.

1.4 What makes this policy modification important?

Various developments justify the relevance of policy modification. The field of humanitarian aid is subject to change. New situations constantly occur that require different approaches and knowledge. Capacity building receives increasing attention and the practice of capacity building in humanitarian aid is constantly developing. This results in new issues to be addressed, requires professionalisation and quality improvement. Strengthening the capacity of civil-society organisations during and after disasters and conflicts has gained more priority. In addition, conflict prevention, disaster risk reduction and disaster preparedness have received a more prominent position.

An internal development has also occurred. PSO has started to consider the importance of other means of capacity building next to personnel deployment. PSO now also finances local resources that are deployed for various capacity building strategies. For example, local consultants for coaching, advice or training. PSO has introduced a programme-based approach with the aim of no longer financing isolated activities, but related support that is aimed at long-term development processes.

In PSO's general policy, major synergy between learning and working is a top priority. Due to the major importance of sharing knowledge, innovation and quality improvement, PSO will devote specific attention in the coming period to the stimulation and support of learning in the field of capacity building. Financing will be strategically linked to quality improvement. The financing of capacity building activities will be more targeted and strategic through focusing the financing more on quality improvement and innovation. PSO will base its work on learn-work trajectories with quality improvement as the objective. PSO disposes of various instruments to shape and stimulate quality improvement, each with their own specific contribution and value where it concerns capacity building in a humanitarian context.

There is consequently a need for policy modification concerning the humanitarian aid theme aimed at:

- a clearer focus on capacity building in humanitarian aid;
- strengthening the substantive focus of the PSO policy based on trends and topical issues that arise within humanitarian aid;
- stronger synergy between financing and learning.

1.5 For whom this policy document is intended

The policy document is intended for PSO members, working in humanitarian aid (17 of the 46 members in January 2007), the PSO board, the PSO office (the working organisation), the Ministry of Foreign Affairs (DMV/HH and DSI/MY), relevant embassies and other external parties that are active in development cooperation and humanitarian aid.

1.6 Realisation of this policy document

This policy paper was created by making use of the lessons learned from PSO financing, yielding from collective learning trajectories facilitated by PSO, through external evaluations, through a survey among the members and through studying member organisations' policy documents. PSO has also applied advice from Wageningen University's Disaster Studies.

2 Trends and Issues in Humanitarian Aid

What are important trends and issues in humanitarian aid? What is going on? Some issues have already been given a lot of attention by PSO but require more knowledge development and innovative approaches. Others are relatively new to PSO. In this chapter, we will discuss the important issues in humanitarian aid (2.1 - 2.4). We will also touch on what PSO has already done in the field of humanitarian aid; an outline of activities in the recent past (2.5). These trends and developments – both in the context of humanitarian aid and in the PSO context – offer leads for further quality improvement and give direction to concrete policy adjustments for PSO's humanitarian aid policy.

2.1 International trends and consequences for humanitarian aid

Many armed conflicts

The last fifteen years have witnessed many armed conflicts around the globe (IOB 2006). These conflicts increasingly take place within states (Frerks 2006) and are characterised, among others, by the large number of civilian deaths, the intentional destruction of civilians' livelihood, the collapse of social services such as healthcare, the erosion of the state and sexual violence, with as an important consequence large numbers of refugees and displaced people. These conflicts and the subsequent rehabilitation after often fragile peace treaties have resulted in a high demand for international humanitarian aid. Closer collaboration between military and civilian organisations, the "War on Terror" after the nine-eleven events in 2001 and the subsequent interventions in Afghanistan and Iraq have produced new challenges in the field of humanitarian aid. Humanitarian principles such as 'neutrality' and 'impartiality' require a lot of attention in the implementation and in the cooperation with local organisations.

Increase of natural disasters

The number and intensity of natural disasters has increased in the past decades. (World Disaster Report 2005). The increase is especially in disasters as a result of extreme weather conditions, such as hurricanes and floods. Important causes are: environmental degradation for example as a result of deforestation, population pressure and climate change. Due to poverty and population pressure, more and more people set up home in vulnerable areas such as flood plains and coastal areas. Natural disasters can undo years of development efforts in just a few hours, as hurricane Mitch has shown in Central America. Although poverty eradication is important to make people less vulnerable to disasters, there is a growing insight that specific measures are crucial for the prevention and decrease of the consequences of disasters (World Disaster Report 2002). This concerns interventions to prevent, or lower the risks of disasters, i.e. disaster risk reduction.

Consequences for humanitarian aid

Despite all efforts, it will never be possible to prevent all disasters. It remains necessary for local organisations to have the capacity to respond efficiently and effectively to natural disasters and conflicts. This requires strengthening of the capacity during the response.

In addition, it remains necessary for local organisations and communities in vulnerable areas to be prepared for disasters and to be capable to provide effectively and effectively support to the effected population in response to a crises (disaster preparedness).¹

The synthesis report prepared by the Tsunami Evaluation Coalition (TEC) confirms that the local capacity plays a crucial role in humanitarian aid. TEC shows again that the international aid should take local efforts as a starting point. The TEC evaluation also shows that, besides the considerable results achieved, there are still major shortcomings in the quality of international humanitarian aid:

- Weak coordination and coherence between the international relief workers;
- Insufficient harmonisation of the international efforts with existing local capacity (for example medical staff);
- Too little involvement of the affected population in the planning, implementation and evaluation of programmes;
- Insufficient attention for gender issues;
- Emergency aid, rehabilitation and development needs to be better linked.

In the past few years, major actors in the field of humanitarian aid, such as UN organisations, EU (ECHO) and World Bank have started to give more priority to both disaster risk reduction and disaster preparedness. Civil-society organisations have been trendsetters rather than followers. They often have good relationships with the local population and they regularly play an important role in disaster risk reduction, disaster preparedness and peace building at community level. Despite this higher priority, the major part of the expenditures by international governmental organisations and the civil-society organisations is still spend for emergency aid and rehabilitation instead of to preventative activities.

2.2 Trends at PSO member organisations

Trends

For many PSO member organisations, direct aid to people affected by disasters has the highest priority in humanitarian aid. Besides saving people and reducing human suffering, priority is given to the rehabilitation to secure livelihood for the people affected and recovery of the basic services (education, healthcare). Increasing attention is given to the sustainable strengthening of the local capacity of civil-society organisations. More than in the past, member organisations support local partner organisations being able to react to disasters effectively and efficiently. Both disaster risk reduction, disaster preparedness and conflict prevention are more and more mainstreamed in the policies of PSO member organisations active in the humanitarian aid field.

Code of Conduct

The *Code of Conduct of Red Cross and Red Crescent Societies and NGOs in Disaster Relief (Hilhorst 2004)* was signed by 400 organisations, including almost all PSO member organisations active in the field of humanitarian aid. The Code of Conduct includes ten articles with codes for humanitarian aid (see box 2 on page 8) that are binding for the signatories. One of the articles explicitly states that humanitarian aid shall attempt to build disaster response on local capacities. Ten years after the initiation of the Code of Conduct, the Netherlands Red Cross, Oxfam Novib and PSO organised a conference with support from Wageningen University. The conference (see box 1) was attended by the Code of Conduct signatories.

Box 1: Code of Conduct Conference

¹ *Organisations use different definitions for Disaster Risk Reduction and Disaster Preparedness. PSO selects the definitions as applied by UN institutions such as OCHA and UNDP. Disaster Preparedness actually also contributes to the reduction of risks and is consequently seen as one of the Disaster Risk Reduction activities by various organisations.*

The central question in the conference was whether the Code of Conduct was still alive. The conference was supported by research from Wageningen University into use of the code. The conference participants were from organisations that had signed the code, their partner organisations from the South and other NGOs involved in the quality improvement of humanitarian aid. The 130 participants discussed the code and came up with ideas and recommendations for practical applications of the code, which lead to quality improvement within humanitarian aid. The conference managed to keep the code alive. A number of recommendations made during the conference still require follow-up. For example, 'a light mechanism' to monitor the code, the regular update of the list of signatories, decision-making on text amendments, provide advice to signatories on how they can institutionalise the Code in their organisations if necessary, and working out the options for complaint and monitoring procedures.

2.3 Current issues

Most issues in the context of humanitarian aid to which PSO and the member organisations have devoted attention over the past few years (see track record in appendix 4) are still relevant today. This is apparent from PSO's financing practice, the recent evaluations (TEC, IOB), as well as from research by PSO amongst its member organisations. These issues include:

Coordination and coherence of the help

How can you achieve more coordinated and coherent support within emergency relief situations among the member organisations and their partners and other parties involved, such as the local authorities, other local civil-society organisations, the UN bodies, ECHO, and large international non-governmental organisations? How does the role of PSO member organisations change through the UN (OCHA) initiatives to promote coordination? How do the member organisations deal with the field of tension between the necessity for coordination and coherence on the one hand and the importance of an independent position and space for innovation on the other?

Advancing the quality of humanitarian aid and capacity building

What are the challenges and lessons learned where it concerns capacity building for local civil-society organisations in the event of natural disasters, as well conflicts and post-conflict situations? How does the strategy of capacity building differ for each of these situations with regard to accepted strategies in the regular development cooperation? To what extent can the programmatic approach recommended by PSO be applied and to what extent can the capacity building dimensions distinguished by PSO (institutional development, organisational development and human resource development) be used? What does this mean for monitoring and evaluation for instance? How does capacity building differ by context? Is it possible to work on civil-society capacity building in a situation where the government is practically dysfunctional, in a very unsafe and instable environment? If not, what is possible? If so, how do you do it and how do you deal with the risks and measurement of the effects.

Partners and the aid chain

The member organisations usually cooperate with partner organisations, but there are major differences in the ways in which support is channelled (see figure 1). This is apparent from PSO's financial support to programmes, the learning trajectories and from research. In '*You Never Walk Alone*', a publication produced by PSO and Wageningen University, Hilhorst and Jansen distinguish various types of partnerships in humanitarian aid practice. Most member organisations aim for a relationship based on equality, but this is seldom realised in practice. There are issues here such as: How can aid best be channelled in a particular context? How do partner relationships come about? And how is the partner relationship given content and shape?

Neutrality in the humanitarian context

The humanitarian principle of neutrality is increasingly a point of discussion. It is difficult for civil-society organisations to distinguish politics and non-politics in emergency aid operations. This is even more of an issue for rehabilitation. Political reconstruction is part of the rebuilding process and demands political choices. Most PSO member organisations active in the emergency aid field are also active in the area of rehabilitation and development cooperation. What position do you take with regard to neutrality as an organisation? The “War on Terror” makes this issue even more relevant..

At the Code of Conduct conference, issues came to the fore such as: How can the application and promotion be organised better and what (minor) changes may be/are required in the text. Dutch organisations are also dealing with the question of how the application in practice and discussions about principles of the code can be kept alive.

Box 2: Codes of conduct for humanitarian aid

Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief:

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

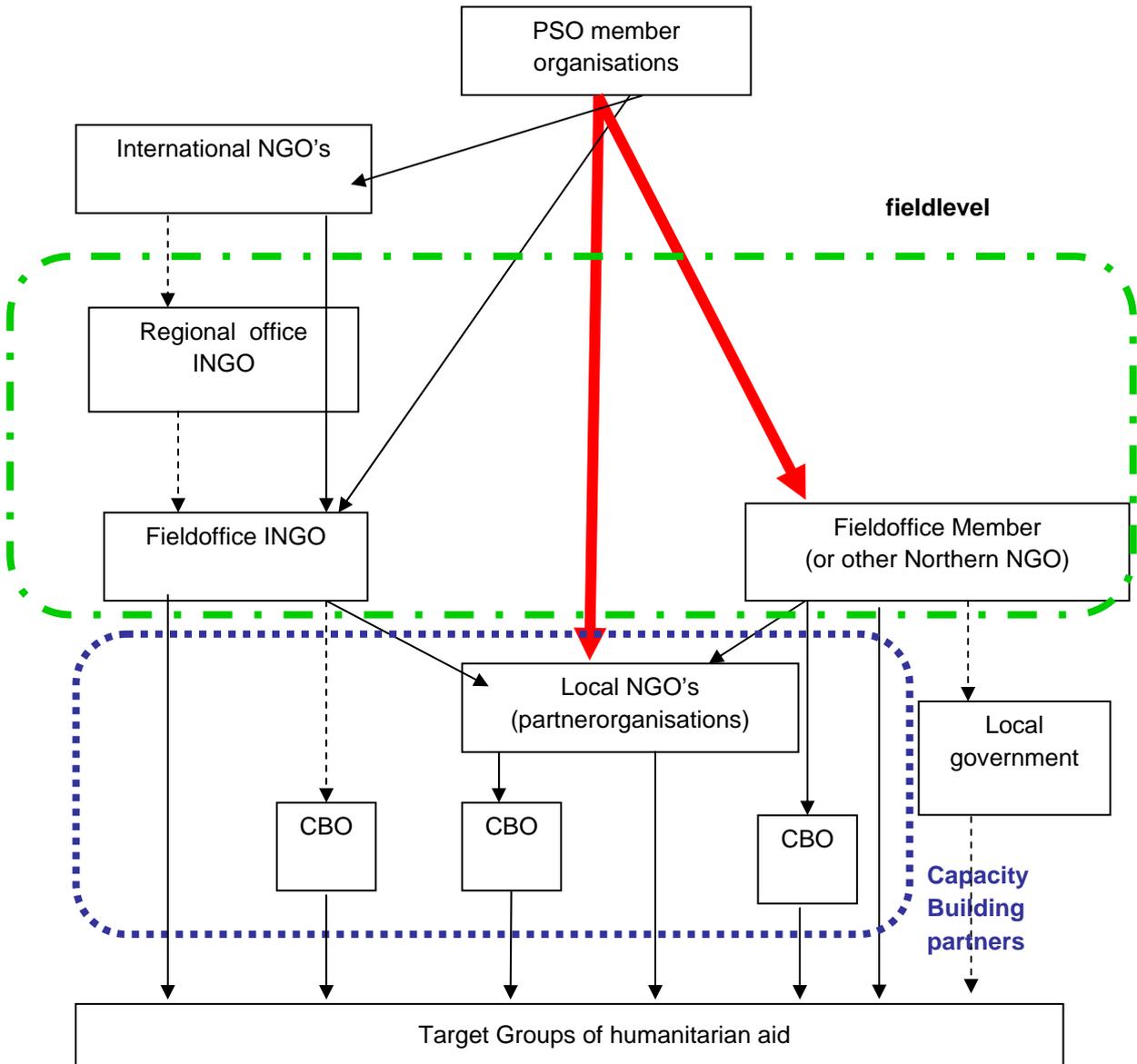
Civil- Military relations

In the past decade, there has been increasingly closer collaboration between military and civil organisations. These civil-military relations are also specified by the NATO term CIMIC. Frerks et al (2006) state that neither the chances nor the risks of civil-military cooperation can be taken for granted. A *context-specific, case-by-case* approach is argued for. The member organisations are also confronted with the question if and, if so, how, to cooperate with military actors. Central in this is also the issue of neutrality. Should a position of principle or a more pragmatic position be taken with regard to neutrality? An important consideration in this is the staff safety of the members and the partner organisations.

Vulnerable groups and gender perspective

The population's self-reliance and resilience (coping mechanism) after a natural disaster or conflict is regularly underestimated. Situations in which the entire affected population requires humanitarian aid seldom occur. The vulnerable groups, for example single women, elderly and disabled people are often most in need of support. This requires a specific approach to vulnerable groups in humanitarian aid. The gender perspective also plays a part here. Men and women have specific vulnerabilities in crisis situations. Women are vulnerable to sexual violence for instance. The TEC evaluation showed that specific attention was usually not given to the needs of women and that most programmes aimed at re-establishing livelihoods were targeted to men. The gender perspective is in danger to disappear in “gender mainstreaming” and requires renewed attention.

Figur 1 Humanitarian chain of PSO member organisations



Explanation of figure 1

- The arrows indicate the aid flows: financial, materials or personnel.
- PSO's target organisations are in the blue box:  the local partners and community organisations.
- INGO is the abbreviation for International Non Governmental Organisation (such as Care International or International Federation of Red Cross or Red Crescent Societies).
- CBO means Community Based Organisation, a grass-roots organisation at community level.

Participation

The Code of Conduct and the Sphere Standards (see box 3) give local participation an important place: “effective relief and lasting rehabilitation can best be achieved if the beneficiaries are involved in the design, management and implementation of the assistance and if organisations will strive to achieve full community participation in our relief and rehabilitation programmes”. It is apparent from PSO members’ humanitarian aid practice that participation by beneficiaries is often limited. How can participation of the population be organised efficiently and effectively in a humanitarian context of time pressure, instability and possible political loyalties to parties within the conflict? How can you ensure that specific groups also participate and that women are involved in the intervention?

Box 3: Explanation of Sphere Standards

Sphere is an initiative of a number of NGOs and Red Cross and Red Crescent societies. The Sphere Handbook offers a set of minimum standards that humanitarian aid must meet. Besides general standards, specific minimum standards are described for the sectors water and sanitation, nutrition, food security, shelter and health services have their own set of standards.

The link between relief, rehabilitation and structural development (gap issue) and the place of capacity building

Issues here are: How can emergency aid, rehabilitation and development be linked better? How can sustainability remain guaranteed? How can rehabilitation contribute to peace building in post-conflict situations? How can you ensure that local communities’ coping mechanisms are enforced in rehabilitation programme’s in order to be better prepared for possible future natural disasters. And what part does capacity building contribute?

Safety

Humanitarian aid workers, both local and international, are at risk. In Iraq, many aid workers have withdrawn due to safety reasons. Most victims are made amongst local staff, but in relative terms international personnel run more of a risk. The safety issue remains a major concern in conflict and post-conflict areas and has consequences for strengthening capacity in emergency aid.

2.4 New issues

PSO’s financing practice, evaluations, the learning trajectories and research amongst the member organisations have brought a lot of issues to the fore that received less attention previously. Financing practice, evaluations, the learning trajectories and research amongst the member organisations have not just provided PSO with more insight into matters that received little attention up to now, but have also produced new issues.

HIV/AIDS

In conflict situations, but also after natural disasters, there is an increased risk of the spread of HIV/AIDS. Families and communities disintegrate and stable relationships are undermined. Social cohesion is strongly reduced. Social standards fade and social control decreases. In such circumstances, women and children are more at risk of becoming victims of sexual violence. Poverty can force women to trade sex for basic needs such as food, water or even safety (IASC 2003). HIV/AIDS demands its own approach in

humanitarian aid. How can HIV/AIDS be put on the humanitarian aid agenda better and how can it be anchored in practice?

Accountability

Until today, civil-society organisations have mainly accounted for their actions towards the institutional donors such as the government. Much less account was given to the affected population. The TEC evaluation showed that the beneficiaries were barely informed and that there is virtually no possibility for filing a complaint. Questions that play a part here are: How can you ensure that the population is well-informed and how can you organise complaint procedures. Another important question is what is the best way to give account to the many sponsors amongst the public.

Internationally, the demand for accreditation of humanitarian organisations is topical again. Relevant here is the Humanitarian Accountability Partnership-International (HAP) initiative of more than 40 international NGOs. HAP's aim is to improve accountability towards the affected population and the quality of the management of humanitarian aid. HAP has defined both principles and standards for this. Within this context, PSO member organisations face the issue of HAP certification and how this is related to possible ISO 9000 certification.

Protection

In the current conflicts, civilians run an increasing risk of becoming victims of violence. UNHCR, UN's refugee agency has an international mandate for the protection of refugees and ICRC, the International Committee of the Red Cross, for the protection of the civilian population in conflict areas. Various civil-society organisations also see protection as a task. What role can civil-society organisations play in the field of protection and how can this be realised better? The situation in Darfur, Sudan, with the systematic occurrence of burnt down villages, ethnic cleansing and sexual violence against women, shows that protection is a very relevant and topical issue.

Disaster risk reduction and disaster preparedness

Various PSO member organisations support disaster risk reduction and disaster preparedness in communities. Various methods and instruments have been developed in this field and they have been applied successfully, particularly in the Philippines. There are still a lot of questions in this field too. For example, what approach works best, how does integration with other development interventions work and how is the relationship with other local and national response systems? The international Tsunami warning system, for instance, is insufficiently linked to communities' evacuation plans on the Indonesian coast. In the area of civil-society organisations' disaster preparedness there are also questions concerning quality and capacity building. What is the role of the partner in disaster response, how can agreements be made with the other actors such as the government and other local organisations, in which the responsibilities of every actor are defined? How does local civil-society organisations' disaster preparedness relate to international systems? How can the PSO member organisation make agreements with the partner about mutual responsibilities?

Conflict prevention

Besides their core tasks, all member organisations want to contribute to peace building, conflict mitigation and prevention and support initiatives mainly at community level. Pax Christi is the only member organisation with peace building as its main objective and it gives high priority to lobbying at an international level. In post-conflict situations, there is always the risk that the conflict resurges. How can humanitarian aid organisations contribute to the maintenance of fragile peace?

2.5 History of PSO's involvement with humanitarian aid

Up to now, we have mainly discussed matters that occur in the external context of humanitarian aid. PSO itself is also going through a development when it concerns obtaining insight into and implementing humanitarian aid policy. In this section, we outline the most important activities that have taken place in the past period and on the basis of which we gain experience and learn lessons.

- ❖ **Financing humanitarian aid since 1993.** At the time, PSO member organisations felt a growing need to deploy personnel for humanitarian aid.
- ❖ **Number of personnel postings from 7 to 125.** After 1993, the number of postings grew considerably from 7 to 125 assignments a year in 1998.
- ❖ **Policy document 'Personnel assistance' in 1998.** In that year, PSO presented the "Policy document Personnel Assistance within the scope of Humanitarian aid" after elaborate consultation with its members. In this policy document, the accent was already on local embedding and capacity building. Sustainability, and the relationship with structural activities were central as policy principles. Humanitarian aid was defined in a broader sense. It included emergency relief, rehabilitation of livelihood (for example sowing seed distribution) and recovery of basic services (for example healthcare), and also disaster risk reduction, disaster preparedness and conflict prevention. The DMV/HH (human rights and peacebuilding) department of the Ministry of Foreign Affairs awarded a grant to PSO for relief and rehabilitation. Disaster risk reduction, disaster preparedness and conflict prevention were financed by the regular contribution from the same ministry's DSI (social and Institutional development) department.
- ❖ **PSO, the organisation that supports capacity building.** Since 1998, PSO has changed from an organisation that just financed the assignment of personnel into an organisation that supports capacity building. This general policy change was also applied in the practice of the humanitarian aid programme, but financing personnel assignments remained an important task.
- ❖ **Evaluation of humanitarian aid by Wageningen University.** In 2002, humanitarian programme financing was evaluated by Wageningen University Disaster Studies. This evaluation produced fourteen recommendations, of which a large part was processed between 2003 -2006. The most important points from the evaluation were:
 - embedding humanitarian aid in PSO;
 - improving 'learning' capacity through a 'learning' programme;
 - strengthening expertise within PSO;
 - various points for personnel assignments, for example the preparation;
 - and an institutional analysis screening in the programme applications.
- ❖ **Working with multi-annual agreement frameworks (MAK).** From 2004, arrangements have been applied between member organisations and PSO, in which agreements were laid down about quality improvement and financing. These arrangements originated from the need to shape the relationship between member organisations and PSO professionally and to be able to fulfil an advisory and network role towards the members. PSO and the member organisations annually make analyses of the portfolio and its issues, and progress and bottlenecks are evaluated by both parties.
- ❖ **Set-up of PSO Knowledge Centre in 2002.** Improvement of the learning capacity means that PSO, besides continuation of its role as a financier, is asked to take on a new task by the Ministry of Foreign Affairs, i.e. "advancing the quality of humanitarian aid". The PSO Knowledge Centre, set up in 2002, took on this task. In 2001, an international conference took place on the quality of humanitarian aid, financed by the Ministry of Foreign Affairs. The Netherlands Red Cross was asked to take the lead in the follow-up activities, which took place through an informal PSO member platform. Since the establishment of the Knowledge Centre, PSO has played a facilitating role in these initiatives.
- ❖ **Humanitarian aid learning trajectory.** PSO started the humanitarian aid learning trajectory in 2003. This learning trajectory pays attention to topical and relevant issues within humanitarian aid (see

appendix 4 Track Record). For the time being, the learning trajectory is fully financed with DSI resources.

- ❖ **Cooperation with Wageningen University Disaster Studies.** Since 2002, the collaboration between PSO and Wageningen University's Disaster Studies has continued to develop. PSO facilitates linking science and the practice of the member organisations that are rooted in and aimed at humanitarian aid. This way, the various parties can meet, question each other and exchange ideas. This working method with a combination of research, presentations and critical questions on practice appears to be successful amongst PSO members. An example of long-term cooperation between the member organisations, PSO and Disaster Studies is the previously mentioned conference on the Code of Conduct. In 2006, a similar cooperation developed between Disaster Studies, the Cooperating Relief Organisations (SHO) and PSO following the evaluation of the international Tsunami Relief. It is the combination of practice, substantive knowledge and research that is characteristic for learning and quality advancement within and outside PSO. The emphasis is on the interaction and activating work forms between the member organisations, scientists and PSO. In 2005, this collaboration with Disaster Studies is laid down in a formal agreement between both parties.

3 Lessons Learned and Experience Gained

In the previous chapter, we discussed trends and issues that PSO sees in humanitarian aid. What does this image of practice tell us? What meaning do we give it? What lessons can PSO derive from it where it concerns the quality improvement of humanitarian aid? And what experience have we gained in PSO's financing practice, in collective learning trajectories and through the contribution of research, science and other platforms? Below we give an overview of lessons learned and experience gained that are of importance for the eventual policy intentions for the period 2007-2010.

3.1 Lessons learned from the humanitarian aid sector

Insight into networks

Both in the member organisations and in the relief chain (field offices and partners) there is a demand for quality improvement. More insight is required into the relief chain and the different quality requirements at every level in the chain. Besides the partnership relationships, it is important to have more insight into international network relationships of the member organisations and the role of field offices in humanitarian aid.

Connecting with local capacity

Local civil-society organisations play an important part in humanitarian aid due to their close ties with communities. The local capacity is a critical factor and strengthening this is given increasing priority by the member organisations, but strengthening is often not the first point for attention. International help can be implemented more effectively, efficiently and sustainably if it is linked up better with local capacity. The leitmotiv in the Code of Conduct is linking up with local structures, capacities and demand-orientation. It is an important humanitarian principle and is designated as an essential success factor for international humanitarian aid interventions. The member organisations work according to this principle, but the link with intermediary civil-society organisations in particular is limited with a number of member organisations. Field offices do too much of the implementation work themselves in that case.

Extra risk for capacity building in humanitarian aid

Capacity building in humanitarian aid distinguishes itself from "regular" capacity building within structural poverty eradication in a number of components. This concerns factors such as an instable environment, conflict that is reflected in civil society, lack of safety, time pressure, and the large financing volume. This entails extra risks for the affected groups, the engagement of staff assistance and the deployment of resources. International networks and field offices play a more important role than in regular development cooperation.

Capacity building in a humanitarian context requires specific approaches

The capacity building levels (Human Resource Development, Organisational Development and Institutional Development) and strategies (advice, training, exchange, coaching, facilitation, research) recommended by PSO work differently in a (post-)conflict or disaster situation.

A sound analysis of the context and institutions is very relevant in humanitarian aid. However, performing an organisation analysis in an acute emergency aid situation will work completely differently and will often only be possible to a limited extent. PSO member organisations find it difficult to follow the approach recommended by PSO in a humanitarian context. The learning trajectories have led to more insight into topics relevant for capacity building such as partnerships, participation and coordination, but a lot of issues have still been explored insufficiently by PSO and the member organisations. In addition, PSO has still put too much emphasis on the assignment of personnel as the objective within humanitarian aid. Other forms of support that make more use of locally present capacity have been used insufficiently, while these can be more efficient and effective for capacity building.

Support of prevention initiatives

Prevention is better than a cure and PSO can contribute to this by supporting disaster risk reduction, disaster preparedness and conflict prevention initiatives of the member organisations and their partners. These themes require the same approach for capacity building as regular development cooperation.

Gender, HIV/AIDS and sexual violence

Experience from the PSO financing practice shows that PSO has devoted too little attention to gender and HIV/AIDS, while this is relevant in every humanitarian context. Sexual violence has also not been on the agenda often enough. The projects and project reports state gender and HIV/AIDS as points for special attention, but they have not been worked out in enough detail.

Financing various activities at the same time

PSO offers the possibility of financing different activities such as emergency aid, rehabilitation and structural development activities simultaneously. This basically facilitates overlap in the financing of these activities, which makes the transfer less problematic. A gap is not created between the various phases.

3.2 Lessons learned from the relationship with member organisations and their partners

Capacity building in the South requires learning here

PSO's central objective is strengthening the role of civil society in the South in the fight against poverty. Capacity building is the keyword here: strengthening the southern civil-society organisations so that they can advance justice and play a part in the 'inclusion' of groups that are excluded by social and economic processes. PSO does not maintain any direct relations with organisations in the South, but invests in strengthening the capacity of these southern partners through its own members, Dutch civil-society organisations. Within the umbrella organisation, it can be perceived that contributing to capacity building in the South puts high demands on PSO's members. Capacity building there requires learning here. Or: critically reflecting on own approaches, the internal organisation and improvements of them. Members seldom run on routine, they jointly and individually gain new insights into capacity building and deploy these to achieve their goals better.

Importance of member organisations' practice

In the past four years, the PSO members that concentrate on humanitarian aid have made an important contribution to the development of the PSO Knowledge Centre. Due to the active contribution of their own working practice and experience they have shown that the PSO members make their working practice and experience available to each other under the 'right' conditions. This has enabled PSO to opt more explicitly in favour of a combination of the roles of financier and learning facilitator for the coming four years. This has facilitated considerable quality improvement.

More quality through knowledge exchange

Through professionalisation and stimulation of mutual knowledge exchange and development, PSO gains and builds up more in-depth and relevant knowledge. A platform has been created, in which debate, dialogue and practice merge to advance the quality of humanitarian aid. PSO activities have a substantive character as well as a process-related objective. PSO preferably links up to member initiatives and stimulates connections being laid in working areas where there is affinity, and facilitates mutual contacts for the advancement of informal and social learning.

Meeting members' wishes

The dynamics of humanitarian aid (time pressure, complexity, unexpected) reflect on the way in which PSO members work and learn. There is a clear learning need and a high willingness to share knowledge and

experience. Space for reflection must really be created. Learning must take shape through short deepening and learning activities, themes that are topical in practice at that time and have a certain urgency, and connect with themes on the joint and sometimes political agenda of humanitarian aid.

3.3 Lessons learned from financing and learning within PSO

In the past four years, PSO has looked for the optimum manner of financial support and knowledge development in the area of humanitarian aid. PSO has capitalised on members' questions and has developed its own ideas. This way, PSO has gained more insight into the specific requirements for capacity building in humanitarian aid and has been capable of determining its own direction. The continuous examination of members' practice has enabled PSO to label and tackle topical issues.

Financing practice on strengthening the capacity of partner organisations

Strengthening capacity in humanitarian aid is regularly conceived as enforcement of the implementing capacity of local partners for emergency aid interventions. This happens through functional training (technical knowledge, financial management, PME, writing projects, etc.). To PSO, implementation support and training only, are too narrow a basis for capacity building in humanitarian aid, because this is largely limited to HRD and implementation. In the applications for finance and reports there is too little attention for the development of the organisations and how they organise themselves to realise their mandate. The ownership concept is regularly translated as local participation linked to cooperating with the target group directly. The quality criteria for local participation have not been visibly worked out in the applications and reports.

Broader orientation necessary for determination of the issues

As stated, PSO's financing practice provides a good perspective on issues that are important for member organisations. This image is also fed by individual and collective learning trajectories. However, we do realise that this is only part of the total humanitarian aid practice, which makes us attach importance to a broader orientation, which expresses itself in forms such as: connecting with broad humanitarian platforms, paying attention to research and evaluation, and actively shaping cooperation among actors. A good example of this is the framework for cooperation that PSO has with Wageningen University Disaster Studies since 2001. This cooperation enables a strong link between science and practice, which has appeared to be very valuable and meets PSO members' wishes and requirements. Examples that illustrate this are the valued research (see box 4 'You Never Walk Alone') performed by Thea Hilhorst and Bram Jansen into partnerships in humanitarian aid and several well-attended interactive platform meetings. This agreement also stimulates PSO's advancement of expertise on humanitarian aid, which is crucial for spotting topical issues in practice and for establishing its own vision on capacity building in this sector.

Box 4: You Never Walk Alone

In 2004, the close collaboration between PSO, member organisations and Wageningen University's Disaster Studies resulted in the publication "You Never Walk Alone, Participation, Partnership and Coordination in Humanitarian Aid." Three articles explore relevant issues from the member organisations' practice in the context of emergency aid and rehabilitation. The first article discusses working with partners in humanitarian aid. The second article explores the participation of the affected population in the planning and implementation of humanitarian aid and the third discusses the cooperation with local authorities. The articles were the basis for three study meetings regarding the quality improvement of humanitarian aid. In the meetings, mutual learning from member organisations' practical experience was complemented by the university's research. The synergy between experience from practice and research by the university appeared to be very valuable for learning about the quality improvement of humanitarian aid.

4 Policy Choices for the Period 2007 to 2010

The previous chapters outlined issues, trends and lessons learned from humanitarian aid practice. Based on this, PSO has described the policy intentions for the coming four years, which will be discussed in this chapter. The point of departure is PSO's objective in the field of humanitarian aid and we will subsequently describe the desired effects of this objective (paragraph 4.1). In paragraph 4.2 we formulate the activities that PSO will undertake to work on the objective. To do so, we make use of the cluster division of the result areas financing, learning, innovation and personnel services as they are described in PSO's Business Plan 2007 – 2010. After that, we opt for a substantive focus in the coming years (paragraph 4.3). This chapter is concluded with an overview of actors that are in some way involved in the design of the policy intentions.

4.1 PSO's objective for humanitarian aid

Objective

PSO's objective for humanitarian aid is:

Civic society's role in the South in the field of humanitarian aid is growing and gaining strength. The capacity of civil-society organisations to provide support to beneficiaries efficiently and effectively has improved sustainably.

This objective and the effects intended with it have been derived from PSO's adapted activity plan and monitoring protocol for the period 2007-2010 (PSO, draft 2006). Here, the objective and effects were formulated as follows: *The intended objective (impact) of PSO's work is that civic society's role in the South in the fight against poverty is growing and gaining strength. PSO targets civil-society organisations in developing countries that are active, directly or indirectly, in poverty eradication. The intended effect at beneficiary level is for southern partners to better fulfil their tasks, aimed at one or other direct or indirect form of poverty eradication. PSO explicitly includes civil-society organisations active in the area of humanitarian aid in this (see article 2 of the PSO charter).*

PSO deploys a broad interpretation of humanitarian aid. More than before, PSO prioritises disaster risk reduction, disaster preparedness and conflict prevention in risk areas. Despite local and international efforts in this area, there will always be a demand for humanitarian aid after natural disasters and conflicts. Support for strengthening capacity and quality improvement for urgent emergency aid, long-term emergency aid, refugee relief and rehabilitation consequently remain an integral part of PSO's policy (see box 5: humanitarian aid forms).

Objective at three levels in the aid chain

PSO distinguishes three levels in the humanitarian aid chain to achieve its objective:

1. The beneficiaries: vulnerable groups in risk areas, affected by a natural disaster or as a result of a conflict in the South (in DAC countries);
2. Civil-society organisations: the partner organisations of the PSO member organisations in the South that are directly or indirectly active in the field of humanitarian aid.
3. PSO member organisations working in the humanitarian aid field.

PSO itself does not have a direct relationship with the beneficiaries or the partner organisations. PSO's influence is aimed at the member organisation's performance in its qualities and roles within humanitarian aid. Striving for quality improvement of the member organisations' performance investments in humanitarian aid will yield better and more sustainable results.

Box 5: Humanitarian aid forms

Preventive (DSI financing source)

1. Disaster preparedness: strengthening the capacity of local and community organisations in vulnerable areas in order to be able to respond fast and adequately to disasters;
2. Disaster risk reduction: strengthening the capacity of local organisations and communities to map risks, vulnerability and available capacity. Implementing programmes at local or community level to reduce risks of disasters.
3. Conflict prevention and reduction, strengthening the local capacity to contribute to peace and reconciliation.

Response to natural disaster and conflict (DMV financing source)

4. Urgent emergency aid after conflict and natural disasters (providing elementary basic services such as water, nutrition, housing, healthcare and psychosocial help).
5. Long-term emergency aid: long-term response in complex emergency situations (maintaining basic services, secure livelihood)
6. Supporting refugees and displaced people and providing them with essential goods and basic services such as healthcare and education and preparing them for their return, including shelter in camps
7. Rehabilitation and reconstruction after conflict and disasters (rehabilitation of secure livelihood, basic services, (social) infrastructure, reintegration of displaced people, refugees and war veterans, reconciliation).

Intended outcome

At the level of the member organisation and the relationship with the partner organisation, PSO aims for the following outcome: *The quality of the support by PSO member organisations to partner organisations in the area of capacity building in the humanitarian context has been sustainably improved and the local connection and embedding of the humanitarian aid interventions of the member organisations is guaranteed.*

Central in this is the direct relation between the member organisation and the partner organisation. Many member organisations have field offices and are part of international networks. In humanitarian aid these field offices and networks play a relatively larger role than in the regular development cooperation and partly determine the member organisations' performance. Improvement of the quality of the field offices and the member organisation's relationship with the international network can be necessary for the effective and efficient reinforcement of the capacity of civil-society organisations in the South, in the field of humanitarian aid. However, the objective remains strengthening local civic society in the South. In principle, field offices and networks of international organisations do not belong to this.

4.2 Objective detailed in concrete activities

In this section we describe the activities that PSO will undertake in the period 2007-2010 to work on the objective described above. PSO employs a cluster division of the result areas described in the Business Plan 2007-2010: financing, learning, innovation and personnel services. We will first describe these four clusters in more detail, after which will discuss the activities for each cluster.

Quality improvement of humanitarian aid, a cluster division

In the coming period of operation, PSO wants a more focused and strategic deployment of its financing of capacity building activities by investing more in quality improvement and innovation in the field of capacity building. This means finding a new balance between the various activities: financing, facilitating learning processes, innovation and personnel services. Financing by PSO will be linked to individual learn-work trajectories (LWT) in 2007. Within an LWT, member organisations make goal-oriented agreements with PSO about the objectives *and* the approach of quality improvement. A learn-work trajectory is a goal-oriented cycle of implementing, reflecting, learning and translating this knowledge into new ways of working at the level of the member organisation and that of the partners. In such a way that the quality of the capacity

building interventions of a member organisation increases further. Financing and learning go hand in hand here.

Quality improvement is aimed at improving the member organisation's performance. The intended impact is of course always central in the financing. This can be achieved by learning from own experience and by making use of lessons learned from other member organisations, work relations and their southern partners. PSO does this by making learning a fixed component of financing. During the implementation of financed activities, progress is monitored and evaluated to learn new lessons. Themes that a lot of member organisations struggle with, or newly obtained insights that can be useful for many members, are dealt with in collective learning trajectories. Southern agencies with relevant experience and knowledge about capacity building will be engaged for these trajectories. PSO's activities are defined in four clusters:

- Cluster A: stimulating quality improvement (financing programmes);
- Cluster B: innovation or developing new insights in consultation with southern organisations in the field of capacity building;
- Cluster C: learning together and sharing experiences;
- Cluster D: way in which development organisations assign volunteers and development-aid workers.

The various activities that PSO will undertake to be able to meet the previously formulated objective are explained below. For the sake of clarity, we have used the cluster division as a framework. It is important to state that some activities in practice specifically fall in one cluster. However, the majority will have common ground with more clusters than one. The clusters B to D, for instance, will mainly be themed by cluster A: stimulating quality improvement.

Activities in cluster A: financing projects and programmes

- The LWTs are elaborated on in agreements between the member organisations and PSO (see Learning and Financing with PSO, 2006).
- Major change in financing: the starting point for financing is strengthening capacity and no longer personnel deployment. The response to natural disasters and conflict consists of short-term strengthening with a clear long-term vision. This does not mean that the personnel deployment as a means is disappearing. Experience shows that longer assignments for humanitarian aid can have a positive effect on embedding the intervention in local structures and strengthening capacity, and that they can also contribute to continuity, coordination and the efficiency of humanitarian aid.
- More attention for activities to prevent disasters. Here also focus on strengthening the capacity of civil-society organisations.
- Screening of application of the Code of Conduct and Sphere Standards (link with quality improvement)
- Registration of humanitarian aid financing data is included in the PSO management information system.
- Elaboration of joint analyses with the members due to which issues and lessons learned are spotlighted and serve as input for new trajectories or actions.
- Identification of follow-up activities based on joint analyses (for example joint field trips)

Activities in cluster B: supporting innovation

PSO wants to support innovation in the umbrella organisation in various ways: by contributing to the development of skills in the field of innovation, by creating favourable preconditions such as a mutual dialogue *and* through a fund that finances innovative projects and can provide resources for documenting and sharing unexpected innovations.

Activities in cluster C: learning about humanitarian aid

Learning about humanitarian aid is shaped in two ways: through the previously described learn-work trajectories and through setting up a collective learning trajectory. The collective learning trajectory humanitarian aid is founded on three pillars:

1. Theme-based learning, in which topical issues are central. Here, learning concerns exploring themes, combining science and practice, learning from each other's experiences, connecting these and developing them further.
2. Open learning, where it concerns stimulating dialogue, debate and discussion of important humanitarian subjects.
3. Project-based and action research. Learning from daily practice is central here, applying new insights and jointly working on quality improvement and product development. Peer review will be an important element in this.

With the collective learning trajectory PSO wants to facilitate a platform in the Netherlands where member organisations, but also non-member organisations, learn from each other to achieve quality improvement.

Activities in cluster D: Personnel services

Member organisations' personnel often run more risk in assignments within a humanitarian aid context than in the event of regular development cooperation. Experiences can also be so traumatic that professional help is required in the Netherlands for coping with them. The staff's safety and dealing with trauma is primarily the assigning member organisations' responsibility. PSO will play a supporting role here and will follow-up on the report *Security Beleid en Praktijk in beweging* (Policy and Practice in motion) by supporting the Security Network of Dutch Aid Organisations. PSO keeps developing the assignment conditions and will, in the preparations prior to the overseas assignment, always pay special attention to points such as security, capacity building, etc. and to good coaching of overseas personnel as external provider of personnel services.

Follow-up policy document Capacity building and Humanitarian aid in 2008

To support the activities in the aforementioned clusters PSO strives to publish a follow-up policy document *Capacity building and Humanitarian aid in 2008*. The policy paper will explore the question in what way the humanitarian context requires a different approach for capacity building. It will describe in what way putting into practice differs for the capacity building dimensions: Human Resource Development, Organisational Development and Institutional Development. A distinction will be made for various contexts, for example an extremely instable conflict situation, in which the government is practically dysfunctional or a relatively stable post-conflict situation.

The policy document will be based on the results from the learn-work trajectories and the collective learning trajectories of 2007 and 2008. In addition, PSO will perform research together with the member organisation, its partners and southern researchers into the experiences and lessons learned from the practice of the members and their partners with capacity building in humanitarian aid. In addition, the relevant literature is collected and studied. The research is supported by Wageningen University.

4.3 Substantive focus and choice of issues

The activities as outlined above are given content by linking up with relevant issues about strengthening capacity and quality improvement within humanitarian aid. The substantive choice of issues is firstly generated from PSO's financing practice and the member organisations' practice. These issues originate from the learn-work trajectories, the collective learning trajectories and the dialogue with the member organisations. Besides this question-oriented approach, PSO will also take initiatives itself to draw the member organisations' attention to new and relevant issues. These can stem from evaluation studies, research or be raised by non-member organisations. The highest priority is given to the approach of capacity

building in the humanitarian context mentioned in the previous section. In addition, the following themes will receive attention in activities in the coming four years:

- **Harmonisation and Coordination.** Considering the complexity of humanitarian aid, harmonisation and coordination of the various aid efforts is required. Attention is devoted to the way in which the intervention of the member organisations and partners is harmonised and coordinated. The basic premise is that the coordination and harmonisation mainly takes place in the particular country in the South. From PSO, we contribute to better harmonisation in the Netherlands by continuously organising activities in which knowledge exchange and connection between member organisations is possible and is stimulated.
- **Application of the Code of Conduct and humanitarian principles.** PSO will raise the matter of application of the Code of Conduct in learn-work trajectories. PSO will work on a follow-up of the international conference with the member organisations. Attention is also devoted to 'neutrality' within humanitarian aid and civil-military relations.
- **Partners and aid chain.** The way(s) in which the member organisation has given content and form to the partner relationship gets permanent attention, as well as the efficiency and effectiveness of various aid channels in different contexts. In addition, there will be attention for the roles of field offices and international networks.
- **Participation.** The agenda continues to include the improvement of participation of the (specific) beneficiaries in the planning, implementation as well as evaluation of humanitarian interventions.
- **Specific beneficiaries policy.** In emergency situations, the consequences of natural disasters or conflict often vary greatly for different beneficiaries (refugees, local population, women and children, demobilised people, etc.). The most vulnerable groups are usually hit most severely. In such cases, the aid effort for the various beneficiaries requires a specific approach.
- **Gap issue.** The relationship between emergency aid, rehabilitation and structural development (gap issue) and the place of capacity building of course remains an important area for special attention. PSO strives for as smooth a transition as possible from urgent emergency aid to rehabilitation and structural development. Sustainability is central here and emergency aid should not have negative consequences in the long term (the "do no harm" principle). In an emergency situation, the aid should be aimed as much as possible at strengthening the local population's coping mechanism and strengthening local organisations. This includes looking at to what extent the rehabilitation activities contribute to the maintenance of peace in post-conflict situations and the extent to which rehabilitation contributes to the prevention of new natural disasters.
- **Gender** is a cross-sectional theme of the regular PSO programme that is also very relevant in the context of humanitarian aid. PSO will also pay extra attention to the position of women. The fight against and prevention of sexual violence will also appear on the agenda.
- **HIV/AIDS** is also cross-sectional. HIV/AIDS issues will receive attention within the context of humanitarian aid.
- **Giving account.** How can accountability towards beneficiaries be improved and how is account given to the donors and public.
- **Disaster risk reduction, disaster preparedness and conflict prevention.** PSO dovetails with the (inter)national trend to give higher priority to the underlying causes of conflicts and disasters. Particular focus is on the role of civic organisations in strengthening the coping mechanism of communities in risk areas, on the relationships with local authorities and to advocacy.
- **Protection, human rights and international humanitarian rights.** These themes are topical in every conflict context, but can also require attention in natural disasters. Civil-society organisations can, depending on the context, make an important contribution to the protection of and the enforcement of fundamental rights of vulnerable groups.

4.4 Which strategic partners support this?

PSO does not work in an isolated setting. As an umbrella organisation, PSO is a platform involving 17 humanitarian aid organisations and other Dutch NGOs involved in collective and individual learn-work trajectories. A number of members are part of international networks. There is a collaboration with Wageningen University's Disaster Studies on humanitarian aid concerning joint knowledge exchange and development, strategy determination, vision development and the advancement of learning processes. This strategic cooperation of PSO with Disaster Studies has been laid down in an agreement. Besides this collaboration, PSO also has relations with the Samenwerkende Hulp Organisaties (A platform of Dutch NGOs for fundraising in response to emergencies) and Amsterdam University. The NGO consultation with DMV/HH is a platform for information exchange and spotting fields for attention and quality issues.

Appendices

1. Abbreviations used
2. Descriptive bibliography
3. List of PSO HH publications from the period 2003 - 2006
4. Track record of areas for special attention and results

Appendix 1 Abbreviations used

BUZA	Ministry of Foreign Affairs
DMV	Human Rights and Peacebuilding department
DMV/HH	Humanitarian Aid department
DP	Disaster Preparedness
DRR	Disaster Risk Reduction
DSI	Social and Institutional Development department
DSI/MY	Civil-society Organisations department
ICRC	International Committee of the Red Cross
IOB	Policy and Operations Evaluation department, BUZA
ECHO	European Commission's Directorate-General for Humanitarian Aid
EU	European Union
HH	Humanitarian aid
HHP SOPSO's	humanitarian aid programme
LWT	Learn-Work Trajectory
NGO	Non-Governmental Organisations
UNHCR	UN refugee organisation
TEC	Tsunami Evaluation Coalition
UN	United Nations

Appendix 2 Descriptive bibliography

- *Borton, J.* (2006). Enhancing Capacity building in ACT: A background paper and questionnaire for use by ACT National For a during the consultation process on the design of the ACT Capacity Building Fund. Draft paper.
- *Care NL* (2006). Strategic Plan CARE Netherlands, FY 2007 - FY 2010
- *Dorcas Aid International* (2006) General Policy 2006-2015, together we can, the Netherlands
- *European Commission* (2006) Directorate-General for Humanitarian Aid – ECHO, 2006 Operational Strategy
- *Herlaar M. and C. Waalewijn* (2002) Tearfund Humanitarian aid policy document
- *Hilhorst H, M. van Leeuwen* (2002). Evaluation HPSO 1998 - 2001 Wageningen Disaster Studies.
- *Frerks, G, B. Klem, S. van Laar, and M. van Klengeren.* (2006). Principles and Pragmatism, Civil-Military Action in Afghanistan and Liberia, Bart Klem Research and Utrecht University.
- *ICRC* Policy on ICRC Cooperation with National Societies.
- *International Federation of Red Cross and Red Crescent Societies (IFRC)* World Disasters Reports 2001, 2002, 2005).
- *IFRC* (2006) Post-emergency rehabilitation policy, Integrating relief, rehabilitation and development policy, Disaster Preparedness Policy, Refugees and other displaced persons (www.ifrc.org)
- *IOB* (2006). Dutch Humanitarian Assistance, An evaluation, Ministry of Foreign Affairs, the Netherlands.
- *Kerk in Actie and ICCO* (2003) Disaster Management Policy of Kerk in Actie & ICCO. Utrecht/Zeist, the Netherlands.
- *Netherlands Red Cross* (2004) Disaster Preparedness and Risk Reduction, policy paper for the Netherlands Red Cross, the Hague.
- *Telford J. and J. Cosgrave.* (2006) Tsunami Evaluation Coalition Joint evaluation of the international response to the Indian Ocean tsunami: Synthesis Report
- *Q+A consult* (2006). PSO's role in the financing of Humanitarian aid projects.
- *World Disaster Report* (2005) International Federation of Red Cross and Red Crescent Societies
- *World Vision* (2005) Strategic Plan FY06-08, World Vision Netherlands, Amersfoort.
- *UNDP* (2005) Capacity Building for Disaster Risk Reduction, June 20 & 21, 2005, Meeting Proceedings. Geneva.

Appendix 3 List of publications on humanitarian aid

- *PSO (1998) Policy document Personnel Assistance within the scope of lending humanitarian aid.*
- *PSO (2003) Financing of Capacity Building by PSO, Conceptual and methodological framework.*
- *PSO (2004) Monitoring and Evaluation of Capacity Building, Policy and Instruments, A PSO Handbook.*
- *PSO (2004) Application and assessment system for programmes and projects. Policy and pattern.*
- *PSO (2004) CIMIC, Civil-Military Relations and PSO, The different realities of CIMIC and Civil-Military Relations.*
- *Hilhorst T. , B. Jansen and R. Blewitt (2005). You Never Walk Alone, participation, partnership and coordination in humanitarian aid.*
- *Hilhorst H. (2004) A Living Document? The Code Conduct of the Red Cross and Red Crescent Movement and NGOs in Disaster Relief. Disaster Studies, Wageningen University.*
- *Netherlands Red Cross, Oxfamnovib, PSO, Wageningen University (2004). Ten Years Code of Conduct: Principles in Practice, Conference Proceedings, the Hague, the Netherlands.*
- *Willigen, L.H.M. van (2005) Capacity building in psychosocial assistance in conflict and post-conflict situations, A desk study.*
- *Wout, P. van 't (2006) Security policy and practice in motion, The state of affairs with Dutch private organisations. PW consult*
- *Zweers J. (2004) More than a battle of words, An explorative analysis and Civic-Military Interaction in the Dutch Humanitarian Context*

Appendix 4 Track record of areas for special attention and results

<i>Area for special attention concerning capacity building</i>	<i>Activities and Results</i>
<i>Advancement of the quality of humanitarian aid and capacity building</i>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • Screening of applications, both individual and within multi-annual agreement frameworks • Multi-annual agreements with 5 organisations active in HHP SO • HHP SO inventory with members (February, 2006). • Issue inventory with members (about focus and definitions of humanitarian aid, capacity building, partnerships, HHP SO) (September- November) • Cooperation with Amsterdam University, series of lectures on learning in conflict (2007) • Humanitarian Café, exchange between humanitarian aid organisations with invitations to PSO members, SHO members, Disaster studies Wageningen and DMV/HH. Frequency several times a year (2007) <p><u>Results:</u></p> <ul style="list-style-type: none"> • Contributing to HHP SO policy document
<i>Advancement of coordination and coherence of humanitarian aid</i>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • 3 study days with members about participation and partnership in humanitarian aid (2004) • Organisation of reference group meetings about the IOB evaluation (2005-2006) • Broad circulation of publication written by Thea Hilhorst (Wageningen University): "You never walk alone... Participation, Partnership and Coordination in Humanitarian Aid" (February 2006) • Organising and facilitating meeting on Tsunami; the joint exchange of lessons learned about work in the Tsunami area and exploring possibilities for the joint evaluation, sharing of and learning from the evaluation results (2005) • Organisation of and day chairmanship about TEC Evaluation Report, together with the Cooperating Relief Organisations and Disaster Studies in Wageningen, joint learning from the lessons and elaborating on the recommendations concerning various issues (September 2006) • Screening of applications <p><u>Results:</u></p> <ul style="list-style-type: none"> • More insight into coordination issues and conclusions on improvement of local partners support

<p><i>Dealing with and applying humanitarian principles, legislation and codes correctly</i></p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • <i>Learning trajectory International Humanitarian Law; learning about the (im)possibilities offered by international legislation to gain strength in conflict areas (2004 and 2005)</i> • <i>Seminar "Application of International Humanitarian Law", organised by ICCO/HKI i.c.w. PSO. Discussing with partners the application of international legislation in the field of action (April 2006).</i> • <i>International Conference about 10 years Code of Conduct in collaboration with 4 humanitarian aid organisations (NRK, WorldVision, Cordaid, Oxfam/Novib) financed by DMV/HH and PSO;</i> • <i>Set up and supervised research into the deployment of the international Code of Conduct for HH organisations;</i> • <i>Publication and presentation of research results;</i> • <i>'Spijkers-met-koppen' (getting down to business) Conference concerning the application of the Code of Conduct in NL context</i> • <i>Screening of applications</i> <p><u>Results</u></p> <ul style="list-style-type: none"> • <i>Member organisations and partners have strengthened application of IHL in their own field of action</i>
<p><i>Attention for vulnerable beneficiaries and a gender perspective</i></p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • <i>Organisation of the 1325 award – distinction of person or organisation that has contributed to the implementation of resolution 1325 to a special extent. (www.1325award.nl) (2006)</i> • <i>Organisation of lecture by doctoral student Jan-Gerrit van Uffelen about the issue of returning refugees and displaced persons with decision-making processes about return and anticipation of needs and capacity (September)</i> • <i>Screening of applications</i> <p><u>Results:</u></p> <ul style="list-style-type: none"> • <i>More insight into issues concerning returning displaced persons and refugees, including "fitting in with local capacity"</i>
<p><i>Attention for the gap issue, the relationship between emergency situation, rebuilding and structural development and capacity building's place in this.</i></p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • <i>Together with Buza facilitating and stimulating knowledge exchange about topical issues in Burundi within the scope of the rebuilding policy document</i> • <i>See also the TEC meeting</i> • <i>Screening of applications</i> <p><u>Results:</u></p> <ul style="list-style-type: none"> • <i>More understanding between members concerning each other's approach, more insight into work, development of knowledge of issues</i>
<p><i>Security aspects in conflict and unsafe areas</i></p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • <i>Research Security Policy and Practice with initiative group (2005)</i> • <i>Feedback meeting research Security policy and practice in motion</i>

	<p>(February 2006)</p> <ul style="list-style-type: none"> • Publication of results from study “Security policy and practice” PSO members and relations (May 2006). • Participation in feedback meeting Antares about study Stress in humanitarian workers (2006) • 4 preparation meetings follow-up recommendations from feedback meeting Security (May - November 2006). • Meeting with DCZ and DMV/HH about role of Foreign Office in emergency situations (November 2006) • NGO network security meeting (January 2007) • Screening of applications <p><u>Results:</u></p> <ul style="list-style-type: none"> • Start security network NL NGOs, insight into security issues, made agreements for further development of various themes (security policy in organisations, cooperation forms, keeping theme on agenda) • Dialogue between stakeholders reinforced
<p>Civil-military cooperation</p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • Study afternoon Afghanistan (2004) • Research CIMIC (2004) • PSO participation in Afghanistan platform in which NGOs, Ministry of Defence and the Foreign Office participate
<p>Psychosocial aid and capacity building</p>	<p><u>Activities:</u></p> <ul style="list-style-type: none"> • Research Capacity building and psychosocial care (2005) • Workshop Capacity building and psychosocial care (2006) • Inventory of quality codes concerning capacity building and psychosocial care with members (meetings with member organisations i.c.w. Dr. Henk Rengelink) (2006) <p><u>Results:</u></p> <ul style="list-style-type: none"> • Member organisations see capacity building and psychosocial care as important development points

The personnel component plays an important role in the humanitarian aid context: support increasingly consists of personnel support, codes of conduct apply because of beneficiaries’ vulnerable positions, relief workers increasingly work in unsafe areas and have a need for special terms and conditions.