

SEMINAR REPORT

PARTNERS IN CRISIS

PEER REVIEWING

PARTNERSHIP IN CRISIS-

RELATED INTERVENTIONS

PSO
DISASTER STUDIES, WAGENINGEN



With contributions of Cordaid, ICCO/KIA, Netherlands Red Cross, Oxfam Novib and War Child Holland.

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The views expressed in this report do not necessarily represent the views of the participating agencies.

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Gemma van der Haar, Disaster Studies, Wageningen University
Henk Tukker, PSO

SUMMARY

This report presents the proceedings of the seminar **Partners in Crisis: Peer reviewing partnership in crisis-related interventions**. The seminar aimed at sharing the findings of a peer review on partnership involving five Dutch NGOs (Cordaid, ICCO and Kerk in Actie, Netherlands Red Cross, Oxfam Novib and War Child Holland.) Disaster Studies and PSO facilitated and coordinated the peer review process. The peer review was set up in order to learn about and strengthen partnership in crisis-related interventions. Five countries were selected for the case studies, representing a variety in terms of the nature of the crises and of civil society (Israel/Palestine territories; Colombia; eastern DRC; southern Sudan, and tsunami-affected India). The seminar is the first opportunity to share the findings of the peer review with a wider group of professionals.

The peer review made clear that the possibilities and problems of partnership vary with the context. At a more general level the review found that working in partnership is already a reality, but that partnership in practice still has many limitations. In particular:

- There is a lack of 'downward' accountability. Dutch organizations underestimate the degree to which local partners feel the need to know more about the processes they are involved in, such as overall policy changes and organizational changes.
- The financial relation is too dominant, missing opportunities to work on the other dimensions of partnership, i.e. capacity building and joint initiatives.
- Capacity building remains mostly focussed on project cycle and financial management.
- More could be made of analyzing and planning together for political and societal transformation. Opportunities are missed for working on strategy, developing vision, and building on the capacities partners have to offer.
- Opportunities are missed for integrating relief responses and development efforts. Partnerships move through different phases of crises, from more acute to more stable. Yet, partners still experience a gap between the relief response and the (return to) development. More could be made of long-term planning in the emergency phase.

Morning sessions: Findings from the five case studies:

Israel/Palestine: This session featured a presentation by an organization working for the rights of the Arab population in Israel. Issues discussed were:

- Organizational preferences shaping partnership
- Donor influence on partners
- Politics and funding after 9/11
- How much 'closeness' is desirable?

Sudan: This session centered on the difficulties facing organizations in Sudan that need to make the transition to developmental modes of working. Issues discussed in this regard were:

- The difficulties in a shift from relief-oriented to development-oriented work
- The challenge to build partnership on what had been subcontracting relations
- The roles of Dutch partners in supporting this transition
- Capacity building as an aspect of that transition
- The (problematic) role of back donors

Eastern DRC: The presentation was structured around a series of statements that were illustrated for the case of Congo and discussed, most importantly:

- The relationship is strongly shaped by the financial aspect
- Donors are dominant in structuring what local partners do
- The lack of coherent strategic visions for the region limits the effectiveness of local NGOs
- Recommendations of local NGOs to each other and to their donor-partners.

India: A number of observations and reflections were offered on partnership in and after the tsunami.

- Local organizations maintained a rights-based approach also during emergency response

- Donors failed to invest in disaster risk reduction and in helping organizations plan for the post-emergency phase
- It is an eye opener and a challenge for local NGOs to hold their 'northern' partners accountable
- There is a need for a more transformative approach to partnership

Colombia: The presentation took the intractability of the conflict in Colombia as a starting point. Findings discussed were:

- Colombian NGOs expect 'northern' NGOs to be *actors* not judges.
- Assistance needs to connect to what happens in communities and respond to that with flexibility.
- Advocacy and lobby at different levels are important and an area of work in which Colombian and 'northern' NGOs can work as equals and complement each other.

Afternoon sessions: The current limitations and dilemmas of partnership:

- **More than a cheque:** Partnership is and should be 'more than a cheque' and involve the development of strategies for social and political change.
- **Capacity building beyond the organization:** Capacity building should move beyond project cycle management and also build capacities at the level of the NGO sector.
- **From relief to development and back:** There should be more efforts to plan for and strengthen the shift from relief to development as well as from development to relief.
- **Partnership as politics:** Partnership needs to be understood in political terms, considering the way the crisis is framed, political choices and the nature of solidarity.
- **A process approach to partnership:** Partnerships need to find ways to move beyond support of projects to supporting the processes that are generated from within the beneficiary communities.

1. INTRODUCTION

This report presents the proceedings of the seminar **Partners in Crisis: Peer reviewing partnership in crisis-related interventions**. The seminar aimed at sharing the findings of a peer review on partnership involving five Dutch NGOs: Cordaid, ICCO and Kerk in Actie, Oxfam Novib and War Child Holland. The peer review process started in May 2007 and was facilitated by PSO and Disaster Studies at Wageningen University.

Henk Tukker from PSO explained the objectives and set-up of the seminar. PSO is an umbrella organization for Dutch NGOs, with more than 50 members. The main mission of PSO is to contribute to capacity development of civil society. *Henk Tukker* stated that PSO has identified the issue of capacity development for humanitarian assistance as a key policy priority and is especially interested in strengthening the capacities of civil society in crisis-affected regions to respond to natural disasters and conflict. The peer review is expected to make important contributions to this. The peer review takes place in the framework of a longer-term strategic relationship between PSO and Disaster Studies at Wageningen around capacity development and humanitarian assistance.

The seminar is the first opportunity to share the findings of the peer review with a wider group of people. The aims defined for the seminar are:

- To share and discuss the results of the peer review
- To work on current dilemmas encountered in partnership
- To provide input to strengthen partnership policies

The program of the day is structured as follows. In the morning, first the set up and key results of the peer review are discussed. Next the findings for the five case studies that make up the peer review, covering five countries, are shared in parallel sessions. In the afternoon, again in parallel sessions, there will be opportunity to discuss the main dilemmas facing partnership in practice identified in the peer review. The day will be closed with a round table session and discussion.

2. THE PEER REVIEW: SET-UP AND KEY FINDINGS

Background

Thea Hilhorst, Professor in Humanitarian Aid and Reconstruction at the Disaster Studies group of Wageningen University, outlined the background of the peer review. The first ideas date back to the conference on Quality of Humanitarian Assistance in 2001. Partnership in humanitarian assistance was identified as a particular issue on which Dutch agencies felt there was a strong need for more knowledge and reflection.

Professor Hilhorst explained that the peer review has originated as a follow-up on a previous project between PSO and Disaster Studies on participation, partnership and coordination in humanitarian aid. This project, *You never walk alone*¹, examined the experiences of Dutch NGOs in working with local partners, with local authorities and local beneficiaries. It was found that in the literature there are surprisingly few references to humanitarian agencies' relations with partners. There is a debate about the question of whether humanitarian agencies should work with partners or not. In practice many organizations already do have partners, however, there has been little systematic reflection on their relations. Hence, the peer review was designed to focus on how partnerships develop and work out in practice.

Five countries were selected for the case studies, representing a variety in terms of the nature of the crises and of civil society. The case studies were mostly aimed at discussing partnership with a selection of local partners. However, the design of the peer review was 'northern' driven, by the Dutch participating agencies. For practical reasons it was impossible to develop the design *with* the partners. Professor Hilhorst stressed that for this reason she considered it very fortunate that staff members of several of the interviewed local organizations were present at the seminar and able to react to the findings. She also expressed her satisfaction at being able to share the results with colleagues from within the Netherlands, as the inputs of today will play a role in finalizing the report on the peer review.

Set-up

Gemma van der Haar from Disaster Studies, Wageningen University, outlined the way the peer review process was set up and presented some of the general findings. The peer review is a joint effort of five Dutch agencies, with a variety of mandates, histories and ways of working, interested in strengthening partnership in their crisis-related interventions. These organizations are: Cordaid, ICCO and Kerk in Actie, Oxfam Novib and War Child Holland. Each of these organizations appointed one of their staff members as a "peer reviewer". Each peer reviewer carried out one case study. Together, in a series of meetings, the peer review team selected the case studies, worked out the central questions for the field visit, analyzed the findings and discussed the main conclusions.

The objectives of the peer review were defined as follows:

- To understand challenges involved in partnership in crisis situations.
- To explore possibilities to strengthen partnership.
- To promote partnership as an direct alternative to own implementation

In line with the interests of the Dutch organizations a broad definition of crisis interventions was adopted. Rather than to focus strictly on emergency/relief response, interventions before and after crisis were included. The following definition of *partnership in crisis-related interventions* was used:

Collaborations in the aid chain concerning regions that are, will or have been experiencing crisis resulting from natural disaster or conflict or both. The partnership can include the delivery of humanitarian aid or related interventions on preparedness, reconstruction, development or peace building.

¹ Th. Hillhorst, B. Jansen, R. Blewitt. *You never walk alone*. 2005 Disaster Studies, Wageningen Universiteit & PSO.

The following key questions were defined for the peer review:

- What are the mutual expectations that 'Northern' and 'Southern' partners have of the partnership?
- How does agenda setting and (mutual) accountability between the 'Northern' and 'Southern' partners take place and what are areas for improvement?
- What is and could be the role (if any) of capacity building in crisis-related interventions?
- How to address specific challenges related to emergency response such as the need to act fast, security concerns, information limitations and opportunities, and the impact of crisis and crisis interventions on civil society?
- What does partnership mean for the effectiveness of the aid chain as a whole and how could this impact be strengthened?
- How can unheard voices and unseen actors be identified and involved in crisis-related intervention by international agencies?

Discussions with local partners were an important element of the peer review. In each case study, partner organizations of three of the participating agencies were interviewed, including those of the peer reviewers own agency. The local partners to be interviewed were selected by the agencies themselves and reflected a variety of histories, missions and organizational cultures. In most case studies, the peer reviewer worked with a local assistant who actively participated in the interviews and acted as a sparring partner. Where possible, local feedback workshops were organized in which the interviewed partners were asked to reflect on the findings. Overall, the interviews and the feedback workshops were experienced as very rich, also by the local organizations.

Overview of case studies

(in bold the organization carrying out the case study)

Israel/ Palestine	ICCO/KiA	Netherlands Cross	Red	War Child
Colombia	War Child	ICCO/KiA		NL Red Cross
DRC	Cordaid	Oxfam Novib		War Child
Sudan	NL Red Cross	Cordaid		Oxfam Novib
India	Oxfam Novib	Cordaid		ICCO/KiA

Key findings

Gemma van der Haar continued to discuss some central findings. Each case study generated a series of findings to be discussed in more detail in the working groups. The case studies made it clear that the possibilities and problems of partnership vary with the context. At a more general level, it was found that partnership is already a reality in crisis-related interventions. Both Dutch agencies and local partners strongly believe in partnership as a collaboration that involves more than just a contractual relationship. Though the Dutch agencies show a diversity in terms of their mandates, approaches and political standpoints, all of them managed to find matching local partners.

Most organizations interviewed welcomed the peer review as an opportunity to talk about partnership. Many local organizations were rather positive about the partnership with the Dutch agencies (“we are smiling”). Partners stressed, often spontaneously, that they appreciate the relations with the Dutch organizations. In particular, they mentioned the investment in capacity building.

The peer review also brought out, however, that there is clearly an inequality of power in the partnerships, related to the fact that the downward money flow strongly structures the relationship. With the top-down money flow comes the need for partners to comply with very detailed administrative procedures that differ for different donors. Upward accountability, from the local partners to the international NGOs, dominates the relationship, downward accountability remains very limited. . Partners showed a keen awareness of these in-built inequalities but were not as overtly critical of it as one might expect. Rather they seemed to accept this as a reality of the world of aid - in which ‘ the hand that gives is above the hand that receives’.² Local partners accept these power differences, as long as there is a relation of mutual respect and as long as the added value of their international partner is clear. This added value is, however, sometimes questioned.

The peer review made clear that partnership still has many limitations and that its full potential is not realized. In particular:

- There is a lack of ‘downward’ accountability. Dutch organizations underestimate the degree to which local partners feel the need to know more about the processes they are involved in, such as overall policy changes and organizational changes.
- The financial relationship is too dominant missing opportunities to work on the other dimensions of partnership, i.e. capacity building and joint initiatives.
- Capacity building remains limited to organizational performance on the project cycle.
- More could be made of analyzing and planning together for political and societal transformation. Opportunities are missed for working on strategy, developing vision, and building on the capacities partners have to offer.
- Opportunities are missed for integrating relief responses and development efforts. Partnerships move through different phases of crises, from more acute to more stable. Yet, partners still experience a gap between the relief response and the (return to) development. More could be made of long-term planning in the emergency phase.

Discussion

Two discussants were asked to reflect on the presentation of the peer review. First, *Walter Cotte*, from the Colombian Red Cross Society, painted the complex situation in Colombia, of natural disasters (earthquakes, hurricanes etc) and a long-lasting war. He sketched the approach of the Colombian Red Cross, which works with a wide variety of partners: community; universities; private sector; public sector; NGOs.

- Partnership in this prolonged and complex crisis is highly important, as it allows for local, national, and international action;
- Partnership means accompanying, cooperation *beyond* money. It needs to involve understanding and trust, and the shared intention to achieve better results. Important for partnership are: respect; permanent dialogue; win-win strategy, compatible strategies, practical plans, capacity building for sustainability;

² African proverb cited in one of the interviews.

- Capacity building is not only to help the humanitarian action, but also to assure that you deliver to the people and influence the government;
- The Red Cross has a strong focus on response and recovery. The challenge for this organization is how to prevent that victims remain victims forever.

Second, *Tilleke Kiewied*, from Oxfam Novib, highlighted a number of the issues she considers of importance:

- We need to be more precise on what is a partner, who is a partner. For some it is an NGO, for others a village committee, or a private sector actor.
- International organizations like ourselves do not *own* a partner, some partners might have ten other international organizations they work with, these other relations they take profit of. We should not think of partnership only in bilateral terms.
- What makes partnership in crisis specific? How is it different from partnership in other situations? We need to think of partnership in relation to different types of crises: slow onset, permanent, rapid which require different skills.
- More attention for downward accountability is necessary. The partnership chain may make this more difficult rather than easier
- A question is: to what extent has the peer review also looked at advocacy as an aspect of partnership?

Response Gemma: It was surprising to us: during the discussions partners realized for the first time that they could also expect accountability from their international partners, rather than only upward accountability. Advocacy was also part of the peer review and is very prominent in the cases of Colombia and Israel/Palestine especially.

The ensuing discussion, with comments and questions from the participants, focused mostly on the issue of *types of disasters* and the way in which the peer review (might have) dealt with that:

- In Colombia disasters and conflict are mentioned. Do you expect from international partners other capacities regarding these two?
- When you have both issues in the same location, you have a problem. Citizens perceive humanitarian action sometimes in a political way. E.g. representatives denounce bad actions of fighting parties. Partnership requires international assistance for advocacy at top-level, but also under the radar. This is for security reasons, to avoid jeopardizing local actors.
- In the selection you seem to make no distinction between conflicts, natural disasters, small and large. In reality however this is very important for partnership and the way of responding. In Colombia, the Red Cross needs to respond to all kinds of disasters, e.g. also traffic accidents. You need to be more specific, diversification in terms of types of disasters.

Reply Gemma: We selected cases not for type of disaster, but on the basis of the interests of the participating agencies. In all cases (except maybe for Israel), we are dealing with compounded crises, including natural disasters and conflict. The Red Cross makes more distinction between activities made. For other organizations we found this to be less the case: partners deal with these crises the way they come, for example when populations they work with are affected. They approach their international partners when this need arises.

Reply Thea: We were also interested in natural disasters and chose India specifically for the Tsunami.

Question: Did you find any regional differences in findings?

Reply Gemma: We intended to have cases with strong and weak and absent civil society. This is reflected in the results. At one extreme, in Sudan, many organizations were concerned about the departure of donors and transition towards development. In Colombia, the other extreme, partners had a stronger sense of their own identity and mission and ‘talk back’, they are more critical of their donors.

Reply Marco de Swart (India case): the Tsunami generated a lot of funds, in India there was a challenge for partnership as result of availability of funds. In contrast, in Sudan, you have a

situation of extremely limited resources, some organizations only have one international partner. This has an impact on the dynamics of partnership.

Final comment: What are you able to conclude in terms of best-practices, what guidelines can you give based on these five experiences?

Response Gemma: This is something we hope to discuss in the afternoon sessions, where we will talk about how to overcome the current limits of partnership.

3. MORNING SESSIONS: FINDINGS FROM THE CASE STUDIES

The five country case studies included in the peer review were presented through separate, partly parallel workshops. The workshops were organized by the different peer reviewers. The reports presented below follow the presentations and discussions chronologically.

Case study Israel/Palestina: Eric Roetman, ICCO/KiA

This workshop focused particularly on conflict and its effect on partnership. The issues of politics and rights were found to be particularly important in this case study. The experiences of one organization working to promote the plight and the rights of the Palestine community within Israel, and one of the organizations interviewed for the peer review, were central in this workshop.

Summary of the presentation: Arabs make up 20 % of the population in the state of Israel. They are indigenous there and make up 10% of the Palestinian population. This community pays taxes, speaks Arabic and Hebrew, understands the culture of the Jewish community, owns land, yet they are refugees in their own country, and many are internally displaced. Their education is low, unemployment is high, they do not have access to health-care. They live cut off from their relatives in Ghaza, the West-Bank, and Egypt. The state of Israel discriminates against this population, and tries to remove their language from the public sphere. They are considered a security threat; a 'cancer in the state of Israel'. The government does not recognize that they own land. And while many of them are recruited into the army, the state claims that they do not participate in civil service and denies them civil rights. Disaster preparedness programs are only directed towards the non-Arab population. In many Arab villages there are no bomb-shelters. When bombings occur, most victims fall in these villages.

Our organization is an advocacy organization, created by the Jewish and Arab community, which believed that grassroots change could not occur without political change. It started dialogue with politicians, but experienced how the state is very much influenced by the international community. It's own knowledge of the international sphere was limited. In order to draw international attention, it needed international partners. Since 2001, it partners with different international organizations, some donors, some international NGOs. Since the end of 2007, it has a staff member permanently in Brussels. "We knew that only partnership would bring our cause forward. Within Israel we are cut-off: there is no internet, no phones. If we did not have international partners, our situation would be even worse. Our international partners helped to establish us in Brussels. So we can continue our advocacy work, even if we are cut-off in Israel".

Partnership in this case is: sharing knowledge, whom should we meet, whom should we talk to? This works two ways. When a Dutch minister comes to visit us, we advise our partners on whom he should talk to. Nobody can know more about the Arabs than we do, at the same time, nobody knows more about European system than our partners. Many of our partners are only advocacy partners, not financial partners. Working with partners is cheaper than working on your own, as you can ask the partner to take actions.

Kerk in Aktie, the Dutch partner of this organization, believes this partnership gives them an idea of what is going on and what are the issues, what is needed in Israel. As program officer (of ICCO and Kerk in Aktie) one is often rather new to a situation.

Discussion:

The case brings us to discuss several issues in partnership:

Organizational preferences and partnership

From the peer review it appeared that partner selection is often based on the political preferences of organizations. You find 'family members' that are a little bit like yourself. When Kerk in Actie and ICCO were merged this became very clear. Despite the overall reorganization of departments in the organizations, this did not happen for the Middle East department, because there were many differences in the two organizations. The Kerk in Actie program is considered under the heading of 'mission', the ICCO program under the heading 'democracy and peace'. ICCO's view is that first we need an equal rights situation before we can start reconciliation, whereas many other organizations promote reconciliation first. International organizations determine the direction of partnership. From the peer review it appears that such slight political differences have big consequences for partnering preferences.

At the same time, personal networks rather than institutional networks are important for steering the program direction. Partnership is often between partners and specific officers, rather than with the Dutch organizations as such. What then is the content of the relationship with the organization? Organizations in Palestine are internally more homogeneous than their partners in Europe, which are very large. It is pointed out that it is also true that you as a person, with a specific personality, are chosen by the management to fulfill this job of program officer, with a view to the kind of partnership envisaged.

The influence that donors have on their local partners.

It is remarked that most organizations say 'we want to facilitate our partners', rather than deciding themselves on a strategy for change. In some cases, this is indeed how it works. The Palestinian Red Cross manages their donors, rather than other way around. However, some donors have a lot of influence on the programs of their partners. Palestinian organizations are strong in comparison to some of those peer reviewed in other countries, this makes them more confident towards international organizations. American organizations ask their partners to sign a declaration that they do not support terrorist networks. Many organizations refuse therefore to work with USAID. Some other organizations undersign any paper to get money. However, the question is to what extent this influencing is significant. In many cases, there are so many organizations that it is always possible to find like-minded partners.

This is situation specific. In comparison, the example is given of DRC, where the money flow very much determines what happens. Ownership exists but on a very restricted level. At the same time, do we not overlook the agency of local organizations in enrolling international organizations in their programs? And we should ask the question: how much room for maneuver is there for local organizations and what does it depend on? It is argued that such space is larger in Colombia and Israel Palestine. In Colombia, Red Cross is asked by its partners to be present at their advocacy activities rather than the other way around. Somebody else observes that the organization presented here has the luxury to work on advocacy only. In DRC and Sudan, partners have no choice and also need money. A program officer from DRC observes how a lot of potential possibilities for civil society are not used by donors. Donors do not put enough energy into bringing local organizations together to discuss how they complement each other. Somebody else comments how in southern Sudan a multi-donor trust fund was not spent, because it was impossible to find local partners, which was a requirement for getting funding. In Indonesia, KiA experienced how competition between international agencies led to competition between local partners that wanted to score with their international partners and therefore kept information secret. No cooperation was possible, although there were broad networks. This has also happened in the past in Israel, where organizations competed to be the first to investigate killing, etc. Now this is less. As the coordinator of the organization states: "We do not let programs of funders determine what we do".

Politics and funding

From the peer review it appeared that many local organizations expect international partners to have a brokering role, either between the local partner and their head office, or between partners and international organizations. This raises the question how to assure that back-donors of your partners do not support opposite goals. The coordinator of the organization

states: “We have been to the US and have refused finance. If our partners do not properly inform us about their back-donors this will make it very difficult for us. E.g. we as lobby organization do not apply for government funds. Transparency on both sides is needed in partnership. E.g. in the case of establishing an office in Brussels, the international partners’ representative suddenly changed. If we would do such a thing, we would receive a lot of criticism from our international partner.

A representative of War Child, working in Jerusalem with Israeli and Palestinian partners, as well as those in occupied territories, found it challenging that when meeting Palestinians he was criticized for working with Arab citizens of Israel, whose problems were considered minimal in comparison to those in Palestine occupied territories. He also experienced that, in contrast to his expectations, organizations needed a lot of capacity building. Though organizations might be strong in their specific themes, many had problems managing programs.

How much closeness?

This brings us to a discussion on the question of how much visiting is necessary and desirable. How does the fact that War Child is constantly present and KiA only visits once a year translate into differences in partnership? The experience of KiA is that you need to try-out the partnership, partnership is dynamic. A representative from KiA says: “Organizations like ours have many small partners in many regions – they have less time to invest in regions. We do not only visit, partners also come to us. In the past, KiA had very monogamous relationships with partners. I wanted more distance from my partners. If you want to build an alliance for Arabs in Israel everybody needs to play his part. In too tight a partnership, it is unclear who does what.” War Child recognizes this, and also worries what will happen when they leave. Where is the continuity if partnership is based around two people? It is suggested that micro-management might jeopardize local ownership. At the same time, being present does not only enable close following of management practices, but also the dynamics and power play of organizations. It is not so much that you want to check on organizations. If you know too much, how can you operate? And also, who is participating in whose program? Partners are also tactical. They have more angles than the one relationship. There is a need to find a balance between being too close and too far away.

Case study Sudan: Violeta Lombarts, Netherlands Red Cross Society

Violeta presented her main findings on Sudan where local organizations find themselves in transition from relief aid to development work. Discussion took place during the presentation.

Summary of main observations:

All participating partners welcomed the review and found it very relevant.

- Since the Comprehensive Peace Agreement (CPA) was signed, the transition from relief to development aid is accompanied by changing mindsets, management and organizational structures. Organizations commented: “It is too much for us. If we want to survive we have to be on track with the changing world.”
- Partners desire to become learning organizations, whilst building up their own capacity. Learning must be institutionalized and be a part of the development process.
- Relief programs had a weak longer-term vision on programming; they did not link with more developmental/sustainable programs. Partnership should ensure programming through the transitional phase and beyond
- The main concern of most partners was the sustainability of the actions. They saw the short funding cycle as the main constraint.
- They experience a big gap between humanitarian and development funding.
- There is a lack of funding mechanisms adapted to the transitional period.

Question: Why does the gap between humanitarian and development funding occur, given that the Dutch agencies participating in the peer review are multi-mandate organizations combining humanitarian and development aid?

Response Violeta: This is true but does not guarantee a smooth transition. Furthermore, they are also talking about other donors.

- Partner organizations consider their partnerships with international NGOs crucial for realizing the transition and for operating in a rapidly changing context. In their own words: “The transition from relief to development forms a real challenge for the relationship. We need a long-term partnership, support in skills and training to reorient us as we got used to short term funding during the crisis”.
- There are some small-size partners who work with a country-wide geographical scope and are very well organized and very experienced with program work. This is thanks to the strong and long term support and supervision from their Dutch partner.
- Most partners work according to the guidelines and procedures of the Dutch partner while implementing projects.
- It is necessary to reduce the administrative burden and maximize the opportunity for flexibility, whilst ensuring quality in partnership and strong accountability in aid delivery.
- Only now is there attention for more initiative and ownership from the side of local organizations. When the crisis was severe, local actors and capacities tended to be overlooked. Under those conditions, capacity building was not a priority. During the crisis partnership was not on the agenda.
- Capacity building is considered the tool for supporting the reorganizational processes as well as developing mechanisms for improving the management and coordination of commitments and contribution of donors.
- Capacity building in the view of partners includes better performance on logistics, accountancy, administration, project management and implementation, but also developing a greater visibility for their organization, making them more eligible for other donors.
- **Back-donor** policies, strategies and requirements certainly put pressure on the relationship and the partnership.
- **Back-donors** need to understand that strengthening collaborative relationships will make humanitarian response more effective and that these partnerships need to be supported.
- Diversity of donors is of a vital interest for the partners. A more diversified budget is desired for capacity building, actually more patterns to increase the opportunities to attract donors

The basic idea is there, but the partnership has to be buildd from the ground up.

According to the Sudanese partner, partnership stands for:

- A long term relationship (minimum 3 years), includes capacity building, sustainable funding and lobby for diversified funds;
- Build full understanding on the cooperation. Doing things on an equal basis and with mutual understanding, exchanging and participating in defining policies and strategies, participating in research and establishing united mechanisms to discuss together with back-donor.
- Freedom of opinion, cooperation: doing things on an equal basis
- Readiness of understanding and considering another point of view
- A balanced relationship. It is time to change the approach to facilitating capacity and institutional development.
- Catching up together on the development dynamics
- Developing mechanisms for improving the management and coordinating the commitments and contribution of donors. In a crisis the mechanisms for coordination of donor support are often absent.
- Having a space for exchange and a voice.

Challenges

The main challenge of partnership the Sudanese partners see is in financial management and capacity.

Challenges for the Dutch agencies are:

- How to ensure accountability and transparency without being a big brother?
- Humility to understand that a shared (donor – partner) profile is not a reduced profile.
- Are we willing to learn from our partners?
- How to find real partnership within a subcontracted relationship?
- How to overcome the lack of mechanisms for coordination donor support?

Principles to enhance effectiveness, acknowledge diversity and nurture partnership

Based on the suggestions made by the Sudanese partners:

Equality, transparency, flexibility and pragmatism, result-oriented approach, lobby for diversity in funds, responsibility (empowering the sense of mutual responsibility), complementarity, networks & coalitions (having a voice in other places), strategic alliances.

Question: Are we not busy keeping the power relationship in place with partnership?

Observation: Eventually the pressure to change things will have to come from 'the South'. We can think again that we need to change and that will go in one or another direction, but it is more important to listen to how the 'Southern' partners think we need to change.

Further findings from the Sudan case:

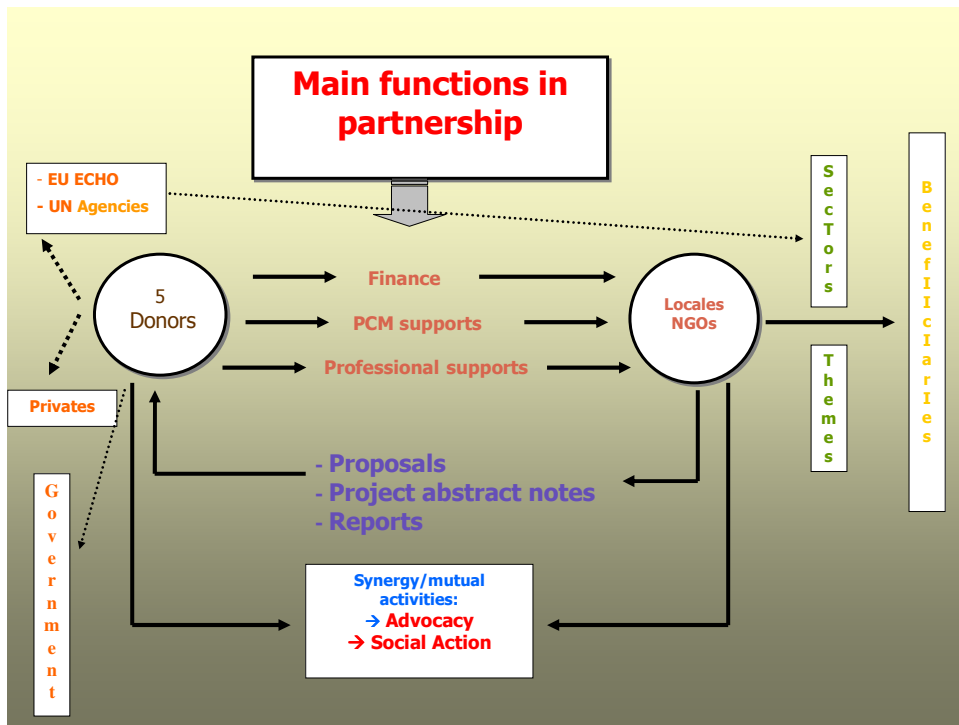
- A swift and efficient response to humanitarian crises depends on the availability of partners in the field, in particular civil society organisations, whose legitimacy, expertise and resources allow them to cope with a particular aspect of a crisis.
- Partnership could facilitate links between civil society and the state sector through well designed projects. Mechanisms to facilitate state commissioning of work by local civil society organisations are underdeveloped, these are in early stages or not available to support the wide range of activities currently implemented.
- Lobbying together to Government is regarded as crucial to put regulations on NGOs, as well.

Case study DR Congo: Will de Wolf, Cordaid

Will de Wolf presented his findings on the case of eastern Congo under the heading of: *An invitation to a better coherence.*

Functions of partnership:

He started by introducing the main functions of partnership. In the visual model (figure 1). It is clear that many arrows run from the donor to the local NGOs: those concerning finance, support in project cycle management, professional support. A few arrows go the other direction: project proposals, reports. Only a few lines come together, there we are talking about synergy, that is, activities that are developed together. This especially concerns social action and advocacy.



Will distinguishes three main functions of partnership. For each of these he has analyzed:
 What does this function comprise?
 How does the organization approach this?
 What are the strengths and weaknesses of the relationship between the donor and the local NGO?

These functions are:

- *Financial relationship*: "the hand that gives is above the hand that receives". The financial dependency plays a big role in the way the local NGO thinks about its possibilities.
- *Capacity building*: This is a broad concept. We may distinguish:
 Professional support: offering expertise in a specific field
 Capacity building of the organization: which is related purely to project cycle management (PCM)
- *Synergy*: There are three ways in which to create synergy
 From the donor: bringing NGOs together to create a joint program (this is again based on the financial relationship)
 Between donors: clusters of donors jointly do a needs assessment of a region
 Donor and local partner: realizing joint social actions, e.g. a demonstration against the sexual abuse of children, and joint lobby activities vis-à-vis the government.

Question: You are talking about "donors". Is that how we are seen? Is that how they talk about it?

Reply Will: That is how southern NGOs talk about this. The best you get is "donor-partner". It is really a sub-contracting relationship. It is rather an exception for a local NGO to reflect on the donor policy.

Comment: Perhaps the PCM is especially good for us [the Dutch organizations].

Strengths and weaknesses of partnership:

- **The relationship is strongly shaped by the financial aspect.**

There is a dictatorship of donor criteria. The donor decides what criteria the local organizations need to follow, e.g. concerning definition of the target group, geographical criteria, or the type of intervention.

Question: So, why the smile (in the introduction)?

Reply Will: If you come with a bag full of money, people will smile. The money is very dominant and determines the relationship between the partners. The question arises whether capacity building and financing should not be separated. Because they will say: yes, we need this, and when you turn round nothing will happen.

- ***Invisible relationship between individual contract and donor strategies***

There is no clear overarching strategy for what donors should achieve in the region, especially not in the longer term. It is all ad hoc and isolated.

Question: So, you mean you can replace one with the other?

Reply: Yes.

Comment: There is this strong PCM-domination. The whole system asks the donor to be accountable and therefore partners need to be so also. But the other way around it does not happen. What is our accountability towards the partner?

- ***Donor domination***

There is some autonomy for the local partners, but the donor is very dominant, through the criteria that are being set, through the money, the PCM, the monitoring. The donors respect the autonomy of local NGOs but at same time they influence their activities.

- ***Contradictions in donor demands***

For example, the donor demands on salaries are not in line with the Congolese labour laws. The salaries are too low and the short term contracts are against the law.

- ***Problematic financial aspects of contracts***

It takes too long before proposals get approved

There are problems with money transfers

'Testing' an organization with a small sum of money.

- ***Lack of coordination and coherence***

From the side of the provincial government there is no coherent plan and no budget. From the side of the international community: the UN has drawn up a development plan but only for UN actors, not in conjunction with the government or social actors.

Observation: I think there is a cluster program for health.

Reply Will: Local organizations are not involved in drawing up or implementing such plans. To be sure: the provincial government has drawn up a policy plan, but this is little more than a shopping list. Analyzing the budget shows that the expenses are ten times bigger than the income is, making the plan far from realistic. The provincial policy refers back to the national development plan which is also weak and rather unrealistic.

The problem with the lack of broader strategic plans is that local NGOs do not have a frame of reference for their actions.

- ***A crisis is just an interruption of a one dimensional development concept.***

There is a difference between the partners that existed before the war and those that were created because of the war. Organizations that do both development aid and relief consider that the line of development has been briefly interrupted and is then taken up again. New organizations have new dimensions: they take human rights into consideration, the political dimensions, they respond to the new situation that has arisen with the war.

- ***Incoherence between head quarters and field office:***

The paper-version of the HQ policy is different from what the local field offices promote. This creates dilemmas for the local partners.

- ***Lack of NGOs with a long term vision and strategy***

There is no joint frame of reference. This is a consequence of a lack of donor coherence.

Local NGOs' suggestions for donor improvement:

- Develop a regional strategic plan
- More joint analysis with different NGOs and donors
- Donor should feed results and findings back to partners
- Make a common framework for PCM
- There is a need for professional and technical support. There is expertise in the region, it should be mapped out
- Donors should facilitate exchange between local NGOs
- End competition between donors

Local NGOs' suggestions to themselves:

- End opportunistic behavior (do not ask for money just to survive)
- Create a dialogue between capacity building, lobby and advocacy, so that these can strengthen each other and in order that mutual accountability can arise.

Remark Thea Hilhorst: They want much more insight into the vision of the donor and the back-donor. The donor often hides behind the back-donor. This gives rise to questions on the side of the partner: is this really true, how does it work, etc.

Remark Will: Dutch donors have a relatively big separation between development aid and relief aid, meaning they need to change from one to the other, limiting coherence.

For the local NGOs, transparency is not such a big issue. What is a big issue is that local NGOs feel they need to make clearer what it is that *they* want and consider necessary for drawing up a joint strategic framework. But there is a lack of trust between them. They are competitors: I claim my terrain so I get money.

Question: It is also because of the donors that there is no joint strategic vision amongst NGOs. Where should the initiative to change this come from?

Reply Will: Give a lot of room for discussion to local NGOs, import knowledge when there is a lack of it, look at the leaders. PCM is important, but the emphasis is too much on the technical side of this and less on the development of policy.

Remark: It remains a theoretical thing. In practice nothing changes. They need accompaniment in that.

Case study India: Marco de Swart, Oxfam Novib

In his presentation, Marco offers a number of observations and reflections on partnership in emergencies.

A first observation is that all participating agencies in the peer review use a rights-based approach, which they also maintained during the tsunami (Cordaid, ICCO and Oxfam Novib). Furthermore, the interviewed partner organizations are rather comparable. This makes it easier to generalize the findings to a broader set of donors.

India has a strong, mature civil society. Local partner organizations are not dependent on just one donor.

Striking findings:

- It was a new thing for the organizations to think that they might expect accountability from the Dutch NGO
- Why was there so little attention for disaster risk reduction amongst donors?
- There has been limited investment in capacity building aimed at raising (local) funds to continue the work after the relief phase
- In the emergency response there was little attention for connecting to local responses. The emergency response was strongly ToR driven
- It is difficult to learn during a disaster, so it is a challenge how to learn from it.
- International standards (esp. SPHERE, Code of conduct) were not often referred to.

Success of partnership:

- Institutional support took the form of organizational development, organization scans, and capacity building
- The potential of partnerships remains underutilized
- A challenge for Southern NGOs is how to hold Northern NGOs accountable
- All Northern NGOs were able to employ a rights-based approach

Insight gained:

The most important insight gained was the need for a transformative approach to partnership. More can be made of the non-financial aspects to the relationship.

Discussion

Partnership beyond a financial relation:

- We (ZOA) had difficulties in phasing out. Did that issue play a role in partner relations studied in the peer review, too? The ending of the financial relationship meant in many cases the ending of the partnership, but this also raised the question of how to make more of the partnership, beyond the financial relationship.
- It is difficult to transfer the informal aspects that are not related to the financial relationship to new staff, because these are not reported upon in writing.
- Partnership policy should consider varying the relationship depending on the context and in relation to the phasing from emergency to a more stable situation.
- It is the experience of ICCO/KIA that partners want to stay connected after the financial relationship ends. A new kind of relationship can then take shape.

Northern NGOs' roles:

- Do we as Northern NGOs have a role as 'brokers' for partners to facilitate the establishment of contact with other partners and/or donors?
- We (Cordaid) do a lot of linking partners together, fostering networks. Intermediate NGOs support capacity development for local NGOs in the network.
- We should not only think in terms of the aid chain. Much more is possible in the existing structures than we seem to assume. We need to influence policy makers.
- Often, in India, partners expressed the need for a longer term commitment to funding.

Case study Colombia: Klaas van Boeckel, War Child

Klaas started out by pointing to the intractability of the conflict in Colombia: "The cruelty of the conflict is the aim of the conflict." There is no point in negotiating.

Preliminary explanations

ICCO/KIA work through a regional intermediary organization
NRC (Netherlands Red Cross) has an office within the office of the Colombian Red Cross.

Main findings

- Southern NGOs don't want Northern NGOs to be a judge, they want a different relationship, they want them to be an actor
- Assistance needs to tie in with what already happens in the communities – it needs to be flexible
- Crises force you to work together
- Advocacy at different levels. This is an area of work in which Colombian and Northern NGOs could work as equals

Observations from different Colombian partners

- Colombian partners appreciate that they were consulted. They have a clear view of partnerships and like to have the NGOs close to them.
- Lobby & advocacy are done together; acting together is much appreciated.

Questions/discussion

- How do you combine/see the role of PSO in relation to the strong need for acting locally?
- How do you see the availability of money? Is it easy for them to get funding?

Reply Klaas v Boeckel: There is fear that conflict related funds will go and nothing comes back.

CRCS: the findings are about Dutch and Colombian partners. Issues we need to consider are:

- plan of action at community level
- protection – safe access to humanitarian ground

Colombian partner: Donors have money, others are national partners.

Lines of work Colombian Red Cross

- Consultancy /advice (mutual)
- How to get money that focuses on the plans of the community = clean money
- Services: connect community with the government

Projects are just some of the results of a partnership. Is there a need for guidelines for a good partnership?

Relationship between Colombia and the Netherlands is different from other relations (e.g. Red Cross US is different, is not a partnership, is led by state development)

Thea Hilhorst: the other group (DRC) talked about local NGOs prioritizing and strategizing together. How is that in Colombia?

Reply: We have in Colombia sectors that work together on emergencies. We have a mature system of disaster management.

- But if it comes to IDP's it is difficult, because according to the government there is no conflict.
- We have weak conflict response systems.
- If as an INGO you speak out you can leave, but the ones who stay behind get punished.
- The Northern NGO can facilitate networks for exchange between partner organizations involved in the same field/sector
- Presence of religious groups, they form natural networks.
- Compared to DRC, Colombians learned from the past, have learned to be assertive because of the conflict and they feel ownership (rights!) and can work across sectors (business, NGOs etc).

4. AFTERNOON SESSIONS: MOVING BEYOND THE LIMITS OF PARTNERSHIP

Kick-off: Observations Thea Hilhorst

What has struck me so far is the importance of vision and strategy in partnership. Whatever we say about partnership, the modalities etc. at the end of the day it is the cause we are standing for. And often the cause is not clear. In natural disasters the cause seems clear, but in complex disasters, with conflicts going on for so long that they become part of normality, this is less clear. Development and relief become closely interwoven and organizations grow along. This is the case in Sudan, where organizations felt they were entering a new phase and needed to get support in this.

In a research like this one, it would be rather surprising to get really spectacular findings. All of you working in this field, know these things already. However, the case studies show evidence to support what we already know and can sometimes change preconceived views, concerning the change from relief to development, for example, which is a hot issue in the literature. What we also found is that the transition from development to relief was very important.

A feature of the peer review is that the researchers are themselves part of the organizations. We trained the peer-reviewers so that they would not be too biased. But of course, this situation influences interviews with partners. We tried to circumvent this by talking to several people in the local organizations, by looking at different levels in the organization. But in the end, we cannot deny that the dependency of the partner organizations on one of the Dutch agencies might have played a role. In fact, when discussing partnerships today, we, as a peer review team, become more and more critical and also see the more subtle, silent criticisms in what the local partners told us.

Finally, the case studies have shown us that it is important not to divorce findings from specific contexts, as many issues are case specific.

Moving beyond the limits: introduction to the dilemmas of partnership

The peer review team defined a number of limits to partnership in practice that should be addressed in order for partnership to realize its full potential. Each of the peer review team members introduced their dilemma. These dilemmas were discussed in parallel working groups, facilitated by one of the peer reviewers in some cases together with a partner. The headlines of the discussion were reported on paper from each of the groups.

More than a cheque (Marco de Swart)

Dilemma

In practice, the financial/transactional relationship is still the core of the partnership. However, partners (local and Dutch) expect more of their partnerships. One of the central challenges therefore is how to move beyond partnership as a financial relationship and make more of the other dimensions of partnership, such as the joint development of strategies for social and political change, and the generation of knowledge and innovation. How to deal with that challenge?

Outcome discussion:

- Why is 'just a cheque' a problem? Because:
- Cannot be just finance because you want your partner to take over in the end (sustainability)
- We, Red Cross, became a project machine. Too much focus on solely delivering the project, leaves the partner weak and no solidarity
- Transactional approach in terms of capacity building

- Reasons/obstacles that might be overcome through partnership:
- Lack of funding (so increased capacity to raise funds), knowledge of local culture, isolation of organization/lack of global identity, improved security, empowerment, capacity building, lack of collective action, joint forces, avoiding dependency
- What interaction goes beyond funding and capacity building
- Act together on lobby advocacy, networking/opening the world, exchange knowledge/learning (floating positions, make long term relationship)

Capacity building beyond the organisation (Will de Wolf)

Dilemma

Capacity building at the level of organization building and project cycle management is a well-developed part of partnerships. A major challenge, however, is to move to the level of the NGO-sector. At the sectoral level, there is a lack of network structures between NGOs and a shared vision of the development of the sector. How can Dutch NGOs and their partners work on capacity building at the level of the NGO sector, also in contexts where civil society seems rather weak?

Outcome discussion

- Institutional strengthening > system approach
- To avoid the islands of excellence
- Role of international NGOs: bringing local NGOs together > facilitate initiatives for coherence on capacity building of a thematic sector
- Role of local NGOs > to enhance local ownership

From relief to development and back (Violeta Lombarts, with Walter Cotte)

Dilemma

The transition from an emergency context to a development context, but also from a development context to an emergency context is challenging for the partnership. The partners have to deal with changing demands from beneficiaries and international donors, and with suddenly increasing or decreasing money flows. Crucial questions are how planning for the longer term may be incorporated in the emergency response, and how to integrate preparation for emergencies in development work?

Outcome discussion:

- The way to organize relief might create opportunities for development
- Focus on the rights of the citizens, not charity
- Development is a continuous process which can be interrupted by crises; but we can use this crisis also as a trigger factor for development
- The distinction between relief and development is created by funding modalities
- Strong local development organizations can respond adequately to crisis situations
- Training and knowledge in disaster management & risk reduction needed

Partnership as politics (Eric Roetman, with Andrés Gonzalez)

Dilemma

Crisis-related interventions need to deal with political tensions and polarization. We need to refine our understanding of how political choices shape partnership relations and the other way around. What consequences do specific framings of the crisis have on the choices for partners and strategies? What does solidarity mean in a politicized context? And what effect does this have on the development of the crisis? The most important challenge emerging is how to act politically in/through partnership in a constructive way?

Outcome discussion

- Should we keep up impartiality, neutrality, independence (e.g. in the case of drug politics in Colombia)?
- How to choose partners?
- Trust, fear, rumor planting
- How do you know the politics of your partners?
- Manipulation of western NGOs, naïve, list of donors, takes time, political ties/background
- How do Southern organizations know what our political standpoints are?

A process approach to partnership (Klaas van Boeckel)

Dilemma

The various humanitarian aid agencies, whether local or international, appear to still be searching for ways to engage effectively with the many processes taking place at the grassroots level. This struggle is at the operational, not ideological, level. Many realize that it is tying in with what comes out of the inside of the (target) group (a.k.a. from the inside-out) is more effective than the reverse. This inside-out process principle is not easily matched with the now familiar, but often outside-in project principle, especially when the outside is several concatenated aid-chain echelons. Can we further 'horizontalize' the humanitarian intervention at the local level? How could a process approach be used to further empower the beneficiaries to become actors or partners?

Outcome discussion

- Logframe is used as a control instrument
- Flexibility is lost, we are confusing being professional with being rigid
- We should negotiate new tools and more flexible ways to use them
- There is space to change the system in present procedures: are we using it?
- Process should start at a community level
- Partnership should be understood as a process
- We should be close to the process – to the field
- Looking after the findings/results, kills the 'project'
- Partners are asking for more flexibility
- Too much stress on reporting on time, we end up doing nothing other than reporting
- We are in between donors and partners
- We block the process, because we have to reach and show results
- As an NGO we have to have the capacity to be more flexible with our partners
- Community plans are in conflict with the plans or goals of donors
- There is a risk to becoming more and more rigid

5. FINAL DEBATE

The afternoon ends with a round table discussion with a number of invited panelists: Thea Hilhorst, Klaas van Boeckel, Marco de Swart, Walter Cotte, Henk Tukker and Rhanía Laman. They each have the opportunity to reflect briefly on the day, after which there is room for discussion.

Walter Cotte:

- Central to partnership relationships is how to maintain the perspective from the community. When working close to the ground, your focus is on the needs of the community. Head offices tend to focus on finances. How can partnership assure that the focus there is also on the communities?
- This old dilemma from relief to development that we have been discussing does not exist in real life: organizations on the ground do not distinguish between such phases.
- We are very fond of Dutch organizations and their advanced discussions on such issues as partnerships.

Thea Hilhorst:

Observes a stark contrast between how partnership is portrayed in the peer review and how organizations are represented in general international writing and talking. Her personal experience is that in practice OCHA is not willing to let local NGOs in. In reports of interstate organizations there is no mention of the possible contribution that local partners could have in so-called terrorist states. Outside us, little is known about local actors.

Remark: At the same time, organizations like ECHO subcontract to local organizations to do the work. However, in most countries local NGOs do not participate in humanitarian aid coordination meetings. In an organizations like Oxfam Novib, this has only recently becoming a practice.

Henk Tukker:

We did not talk much about networking. When we talked about capacity development we talked mainly about organizational development of the NGOs rather than institutional development of a whole sector (e.g. health in Eastern DRC), including for example strengthening local government institutions. It is impossible to develop capacity in a sector isolated from government actors, and civil society needs to establish relations with government actors and lobby and advocate.

Rhanía Laman

The UN concluded on the Palestinian Israel conflict that you can't go in with a western mentality and you need local actors.

Question: Is there something of a definition of partnership between Palestinian organizations and their donors?

Response: we ask our partners to raise awareness in the Netherlands and Europe, not in Israel itself, that is our responsibility.

Klaas (War Child):

- Result oriented development work is like putting the exam first and training the student afterwards. I hope that the next generation of NGOs works better, and that previous generations step back and give them a chance. Many organizations have started from humanitarian crisis.
- Climate change may require new relations of partnership

Thea Hilhorst:

We need evidence to prove that local organizations can do the job. Let us think through for example what would have happened if there had been no international aid after the Tsunami. It is also important that different situations pose different problems, and we need to map partnership in different contexts. There is the risk that by promoting 'local agencies to do the job' we ourselves are spreading an ideology. The kind of thick evidence needed to convince OCHA is not available, but it is also a problem in the Netherlands. But though SHO obstructs more attention for partnering in crises situations, in the Netherlands there are prospects for change.

The question is also raised as to whether the peer review is not too positive about ourselves, considering that many constraints are not raised. *Gemma* observes that the more frequent the peer-review team comes together the more critical it gets, as we become more aware of the many limitations of partnership. To end on a positive note, however: notwithstanding the limitations, it is also clear that we already have something to build on.

Programme 23 May 2008

PSO and Wageningen University

**Conference Center Hotel Zonheuvel
Amerfoortseweg 98 in Doorn**

Time	Activity
09.00	Registration Coffee
09.30	Welcome Henk Tukker PSO Introduction to the peer review , Thea Hilhorst, Disaster Studies, Wageningen University Key results peer review on partnership in crises-related in interventions. Gemma van der Haar, Disaster Studies, Wageningen University
10.45	Coffee
11.15	1 Workshops: Country Peer Reviews: Palestine Territories and Israel Eric Roetman ICCO/KIA Or India Marco de Swart, Oxfam Novib Or DRC Will de Wolf, Cordaid 2 Workshops: Country Peer Reviews: Palestine Territories and Israel Continuation workshop 1 Or Colombia Klaas van Boeckel, War Child Or Sudan Violeta Lombarts , Netherlands Red Cross Society
12.30	Reflections on this morning Thea Hilhorst, Disaster Studies,Wageningen University
13.00	Lunch
14.00	Moving beyond the current limits of partnership Introduction to four dilemma's in partnership: 1. More than a cheque 2. Capacity building beyond the organization 3. From relief to development and back 4. Partnership as politics 5. A process approach to Partnership Discussion on dilemma's in four Groups
15.30	Wall of posters , feedback group discussions, coffee
16.00	Final Discussion
16.30	Drinks

Annex II

Participants Seminar Partners in Crises 23 May 2008

Name	Organisation
Bedeker, M. (Marlies)	PSO
Boorsma, F. (Fettsje)	
Bosch, A.G. (Albert Gerard (Bert))	TFM Consult
Ferf, A. (Adriaan)	
Fopma, P. (Paulien)	PSO
Grasveld, L. (Louis)	
Haar, G. van der (Gemma)	Disaster Studies Universiteit Wageningen
Heijmans, A. (Annelies)	Disaster Studies Universiteit Wageningen
Hilhorst, T. (Thea)	Disaster Studies / Centre for RDS
Keizer, M.G. (Martin)	Universiteit van Groningen
Klerk, T. de (Ton)	NEDWORC FOUNDATION
Leeuwen, M. van (Mathijs)	Disaster Studies Universiteit Wageningen
Oosterom, M. (Marjoke)	Ministerie van Buitenlandse Zaken
Piels, W.C. (Wilhelmus Cornelis)	
Revallier, L. (Leen)	
Tukker, H. (Henk)	PSO
Waegeningh, C.M. van (Cornelie)	Equip World Wide
Helmy, S. (Samira)	CARE Nederland
Okma, N. (Nynke)	CMC
Geurts, M. (Marlou)	Cordaid
Spaarman, P. (Piet)	Cordaid
Wolf, W. de (Will)	Cordaid
Harnmeijer, J. (Joanne)	ETC Crystal
Meeus, W. (Wilma)	ETC Netherlands
Tarawally, B. (Babah)	Free Voice
Bodegom, E. van (Evert)	ICCO
Dirks, L. (Liesbeth)	ICCO
Duim, F. (Feije)	ICCO
Roetman, E. (Eric)	ICCO
Beljaars, A. (Ad)	Nederlandse Rode Kruis
Cotte, W. (Walter)	Nederlandse Rode Kruis
Huijzer, T. (Ton)	Nederlandse Rode Kruis
Lombarts, V (Violeta)	Nederlandse Rode Kruis
Kiewied, T. (Tilleke)	Oxfam Novib
Stalenhoef, B. (Bea)	Oxfam Novib
Swart, M. de (Marco)	Oxfam Novib
Boersma, J. (Jaap)	Tear
Boeckel, K van (Klaas)	WAR Child Nederland
Gonzalez, A. (Andres)	WAR Child Nederland
Graaff, D. de (Donatien)	WAR Child Nederland
Landinez, P. (Patricia)	WAR Child Nederland
Lemouchoux, (Camille)	WAR Child Nederland
Linke, E. (Erik)	WAR Child Nederland
Verhoeven, Y. (Yolande)	WAR Child Nederland
Buijs, J. (John)	ZOA Vluchtelingenzorg
Terwel, M. (Meino)	ZOA Vluchtelingenzorg