

## Singing a New Policy Tune



## **Colophon**

This document reports on the process entitled 'Singing and New Policy Tune: Towards a (re) foundation of Dutch development assistance policies' as organised by MDF, Vice Versa and the institute of Social Studies (ISS) within the framework of the Development Policy Review Network (DPRN). With the aim being to stimulate informed debate and a discussion of issues related to the formulation and implementation of (Dutch) development policies, DPRN creates opportunities to promote an open exchange and dialogue between scientists, policymakers, development practitioners and the business sector in the Netherlands. For more information see [www.DPRN.nl](http://www.DPRN.nl) and [www.global-connections.nl](http://www.global-connections.nl).

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## Report on ‘Singing a New Policy Tune

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**Period:** January 2009 – June 2010

**Responsible organisations:** MDF Training & Consultancy, Vice Versa, Institute of Social Studies

### Introduction

MDF Training & Consultancy BV (MDF), Vice Versa and the Institute of Social Studies (ISS) organised the trajectory ‘Singing and New Policy Tune’ (SNPT) as part two of a Development theories – Development policies – Architecture of the development/international cooperation (DC/IC) sector triptych. Part 1 of this triptych, the conference ‘Understanding Development Better’, which was also carried out in within the framework of the Development Policy Review Network (DPRN), took place in August 2008. Part 3 was taken up by the DPRN Task Force in the ‘Structure Follows Strategy’ process. This document reports on part 2, Singing a New Policy Tune (SNPT), which aimed to verify the extent to which current DGIS development assistance policies are rooted in, or related to, development theories and based on empirical evidence.

To this end the SNPT process followed two tracks. The first track consisted of a series of debates with DC/IC professionals on a number of spearheads of the Dutch development assistance policies, based on Minister Koenders’ modernisation agenda and issues raised in the report of the Scientific Council for Government Policy entitled ‘Less Pretension, More Ambition. Development policy in times of globalization’ (commonly referred to as ‘the WRR report’). The second track aimed to contribute to a better formulation of what was called a ‘Policy theory’; the whole of (implicit) assumptions, axioms, values and norms underlying Dutch development policy. In order to connect the SNTP process with the results of the ‘Understanding development better’ conference, MDF staff had elaborated the paper entitled *Een Wereld van verschil – Een zaak van iedereen; Ontwikkelingssamenwerkingsbeleid van Pronk tot Koenders*<sup>1</sup> (A world of difference – Everyone’s concern – Development policy from Pronk to Koenders – Appendix 3).

This report describes the background and main aims of the SNPT trajectory, the activities realised, and the outcome of the discussions of each meeting. It also reflects on the process and its results and how it has contributed to the DPRN objectives. After presenting the most important reactions and evaluation results it finalises with a provisional plan for follow up.

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<sup>1</sup> See <http://www.dprn.nl/publications/udb/paper.pdf>

## Background to the theme

When former Minister Koenders presented his agenda for modernisation of Dutch development policies in a speech delivered at the University of Amsterdam on 8 November 2008, he stated that innovation starts with a critical debate on preventing simplification and cynicism. This debate has to focus on the effectiveness of policies in terms of long-term change processes and impact and result in better founded policies based on a clear analysis of problems, on our perceived added value as regards solving or mitigating these problems and on a solid description of the baseline situation ('quality at entry' in the words of Koenders). This also means there has to be a clear analysis of the hypotheses and assumptions underlying policies, a critical reflection on the available instruments for making a high quality baseline, and a subsequent implementation of these policies.

Based on these ideas, the SNTP process followed two tracks. Track 1 encompassed a series of well-informed and well-documented debates among practitioners, scientists/academics, policymakers and the corporate sector on the most relevant themes of Dutch and international development policies. The objectives of these debates were the following:

- To discuss current thematic policy domains of the Ministry of Foreign affairs (to be presented by DGIS staff);
- To discuss the functioning and capacity of different implementation channels (multilateral, bilateral, civilateral, private) and the mix of channels that would be most suitable for the optimal implementation of the various thematic policy domain.
- To consider the importance of our own citizens' behaviour in relation to a more equitable and sustainable world.

The aims of Track 2 were:

- To revitalise the efforts of academics and policymakers (DGIS in particular) as regards formulating policies in a more systematic and thorough way, based on evidence and commonly accepted development theories instead of political preferences and priorities.
- To make explicit the values, norms, axioms and assumptions underlying our development assistance and/or international co-operation policies.

For practical purposes we assumed that a policy theory describes the relationship between (1) context/problems and assumptions, (2) policy goals, instruments and institutions and (3) outcomes (planned and unintended), with (4) evaluation as the instrument to revise policy. We did not restrict ourselves to a 'policy cycle' approach, but tried to capture the policymaking process in its wider social and historical contexts, and to clarify how policy is given meaning by its stakeholders.

The idea was to continue improving the 2006 DGIS document entitled '*De broncodes van OS*' (*The source codes of DC*), which was a reflection of DGIS' efforts to formulate a comprehensive, coherent and theoretically justified foundation of its own development policies. The original source code focused primarily on poverty alleviation and not so much on the entire spectrum of international cooperation. The Ministry of Foreign Affairs was interested in the question of what policy changes are needed to shift from Development

Cooperation to International Cooperation. This transition process has already been going on for quite a few years now and is considered necessary, valuable and unavoidable in a rapidly globalising world that is becoming increasingly complex. Within the framework of the process, the focus was on the formulation of a policy theory: the implicit theories, axioms, assumptions, values and norms underlying Dutch development assistance policies. Although rather ambitious, it was felt that such a policy theory would help improve the quality of future policymaking in International Development Cooperation in the Netherlands. This led to the SNPT process being assigned the subtitle; 'Towards a (re) foundation of Dutch development assistance policies'.

## Activities realised

The core of the SNPT trajectory were the informed debates, preceded by preparatory activities:

1. A literature review relevant for an understanding of the foundations of development policy and for the creation of a common basis for the debates. This included a review and summary of the input during the first part of the DPRN project and preceding activities.
2. The writing of two papers by Frans Bieckmann (editor of The Broker and SNTP process facilitator): '*De Broncode revisited*' ('The source code revisited') and '*Naar een Onderbouwd IS Beleid*' ('Towards a substantiated policy') (see links in Appendix 3).
3. Information for the public, the promotion of public debates and thematic meetings:
  - Publications in Vice Versa;
  - Development of the: [www.singinganewpolicytune.nl](http://www.singinganewpolicytune.nl) website with programme, online registration, background documents, reports of the meetings and information about logistics;
  - Announcements on network sites/ organisations: DPRN, OneWorld, Euphoric, KIT, Partos, Internationale Samenwerking, Lokaal Mondiaal, Jong OS, 1% club, COS, MVO, Wilde Ganzen, Hivos, Oikos, ISS, MDF and environmental organisations, and through the use of social media: LinkedIn group & promotion and twitter;
4. Organisation of meetings<sup>2</sup>:
  - Pick your Brains (10 September 2009)
  - Kick-off conference (1-2 October 2009)
  - How to lift the IC/DC debate to a higher level? (22 April 2010)
  - Governance in fragile states (4 May 2010)
  - Sustainability and global citizenship (30 June 2010)

The meeting programmes can be found in Appendix 1. The number of participants ranged from 30 to 97 (Appendix 2). Various well-known speakers were invited to take part in the panel discussions, give a speech, and facilitate and/or open or close the meetings. Three

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<sup>2</sup> Originally, seven meetings were scheduled, but the ones on 'Economic growth, distribution & equality' and 'Climate change and poverty' had to be cancelled due to lack of interest among speakers and potential participants.

authors (Seth Kaplan, Karel van Kesteren and Joyeeta Gupta) were invited to set a framework for the seminars.

## Results

### Explorative meetings (Singing a New Policy Tune Track 1 and 2)

#### *Pick your Brains – 10 September 2009*

The aim of this first meeting was to collect input for the objectives of the SNPT trajectory. Forty DC professionals were invited to discuss the five themes of Minister Koender's modernisation agenda in small groups.<sup>3</sup> Discussions during the 'Pick your Brains' meeting were based on reflection and questions raised in two draft papers compiled by Frans Bieckmann (Appendix 3). The first paper '*Naar een onderbouwd IS beleid*' ('Towards a substantiated IC policy') focuses on how policies are formulated (the theory on formulating policies and not, therefore, the policy theory) and presents the main questions to be addressed during the SNPT trajectory. The second paper entitled 'The source code revisited' focuses on the foundations and hypotheses underlying current DC policies and the requirements in terms of policy changes for a transition towards IC policies. After the 'Pick your Brains' meeting, the papers were revised and fine-tuned for the public Kick-off Conference in October (see below).

The following questions were discussed in connection with each of the themes:

1. What fundamental steps are needed (in policies and as regards collaboration in the broader sector) to shift from DC towards IC?
2. What needs to be included in a future IC policy for the specific policy domain?
3. What are your suggestions in terms of participants, methods and depth of discussion for both tracks in the SNPT trajectory (i.e. the thematic meetings and the track on IC policy theory)?

The results of these discussions (in Dutch) can be found in the report of 10 September 2009 ([www.singingapolicytune.nl](http://www.singingapolicytune.nl)).

#### *Kick-off Conference – 1 and 2 October 2009*

The public Kick-off Conference was based on the outcomes of the 'Pick your Brains' meeting and was targeted at a much wider audience. The meeting focused mainly on the underlying assumptions, axioms and norms of current development cooperation policies, and the implications of a possible shift from development cooperation with its focus on poverty alleviation to a much wider agenda of international cooperation. Unfortunately the discussion about essential elements of Dutch development assistance policies remained somewhat superficial. Background information and policy papers were provided to the

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<sup>3</sup> The five themes were (i) Fragile states, peace and safety, (ii) Gender (Sexual and Reproductive Health and Rights), (iii) Governance and corruption, (iv) Sustainability, climate and energy, and (v) Economic growth, distribution and sustainability.

participants prior to the meeting, but in practice only a minority had found time to read them. In addition there was not enough time for in-depth discussions. As a result, the debate did not achieve the depth the organisers had hoped for.

During the plenary discussions on day 1, participants were introduced to (a) what it takes to formulate policies in a theoretically justifiable and accountable way; (b) the present foundations of Dutch development policies and (c) the significance of the transition from development assistance to international cooperation. This created a common base for five thematic workshops on the second day on the same themes that were discussed in the Pick Your Brains sessions. During the thematic workshops DGIS staff presented current sectoral and thematic policies and discussed this with the audience. However, these presentations insufficiently revealed the underlying assumptions and policy changes needed for the transition from DC to IC. Rather than the foundations of these policies, discussions focussed on the shortcomings of current policies.

The results of the discussions in the working groups and the plenary discussion can be found on [\[link\]](#) (in Dutch).

### **Seminars (Singing a New Policy Tune Track 1)**

#### *Governance in fragile states – 4 May 2010*

Mr Seth Kaplan, author of 'Fixing Fragile States: A New Paradigm for Development' (Praeger, 2008), was invited to elaborate on his views on state building in fragile states and how the different aid channels intervene in these states. After this introduction, four panel members gave their views on how the different aid channels (multilateral, 'civilateral', bilateral and private) intervene in fragile states and affect governance. In the afternoon, the working groups started drawing up an inventory of the strengths and weaknesses of the channels in two countries: Afghanistan and Sudan. An analysis and discussion of the different opinions was followed by a debate on the possible synergy between the channels and how their efforts could be better harmonised, keeping in mind the lessons shared by Seth Kaplan and the panel members. This discussion evolved around two central questions:

1. What mix of channels could work for specific interventions in a particular setting?
2. What does the shift from DC towards IC mean for the selection and synergy between aid channels?

Firstly, it is essential that global issues are addressed by the international community (multilateral level), although shifting towards IC does not mean that we have to focus on the macro level only. On the contrary, there is need to focus on the micro level with a long-term context-specific view. Seth Kaplan mentioned the term 'the art of modelling through', which means that actors need to consider working in a context-specific way which takes account of the fact that there are no clear-cut answers, there are different interests, that one has to work with existing means and resources, that solutions cannot be enforced and that working against existing values is not an option.

Secondly, participants indicated the need to consider national policies and cultural, social- and economic context of countries. This review can provide valuable input for Dutch IC



strategies and policies (work bottom-up). Participants suggested that aid policies are inefficient (in the Netherlands and in fragile states) and that aid might not work due to other (non-aid related) policies and agendas of governments in the North and South. Participants also proposed that stakeholders from different channels should be stimulated to work in fragile states because the variety of approaches may mean a change for fragile states (e.g. private sector and civil society organisations work differently).

Thirdly, the working groups concluded that there is a need for channel coordination (internationally and nationally) and more interaction between specialists from all channels, to be realised through frequent dialogues and working groups. Moreover, more time and funding is needed for research and knowledge creation on fragile states in order to make informed choices for a particular aid channel or channel mix.

For the full seminar report see:

<http://www.singinganewpolicytune.nl/publications/20100504-seminar-report>

#### *Sustainability and global citizenship – 30 June 2010*

Among other things the meetings in 2009 revealed that the aim of a more peaceful, sustainable and equitable world could only be reached if citizens in rich countries are willing to adjust their behaviour as consumers. To this end these citizens should be made more aware of Dutch development assistance policies and be convinced that they need to contribute. Minister Koenders calls this 'Global Citizenship'. As DGIS had recently published a new policy document on 'citizenship', there was a lot of interest in the DC/IC sector in this subject. For that reason, the final seminar focused mainly on behavioural changes of citizens needed in richer countries.

Mr Peter van Lieshout (WRR) was invited to review current DC and explain what changes are needed to make it more effective. Mr Van Kesteren gave a presentation on his book '*Verloren in Wanorde*' (Lost in disorder) and reflected on the needs and possibilities as regards making financial contributions by Western donors more effective, given that this is crucial for maintaining public support for Dutch efforts which are aimed at achieving a more equitable international world order.

Two crucial questions were raised during the seminar:

1. How can Dutch citizens be motivated to behave as global citizens (be committed and take responsibility) and raise public support to that end?
2. How can synergy and common ground be created between Dutch policies and actors working in the DC/IC sector for maximum public support?

Nine panel members participated in an interactive discussion of the first question about public support, about what is currently being done, and what is effective. The coordination and synergy component was discussed in smaller groups, with the aim being to create eye-openers on how to proceed with public support-raising activities and coordination.

The main conclusion of this seminar was that global issues cannot be solved without the active commitment of citizens in the North and that, in addition to NGOs, the Dutch government also needs to make a greater effort to ensure the general public realise how

important their role and consumer behaviour is in striving for a better, more equitable and more sustainable world. These efforts should, however, not be restricted to Dutch citizens but also be addressed to the corporate and public sector. All three sectors should adapt their behaviour in order to transform and maintain the Earth as a pleasant place to live on, for present and future generations. The issue of sustainability should therefore become a genuine political priority but then not only on paper and not only in times of economic prosperity. All societal sectors should be made more aware of this and therefore intensify collaboration and interaction. Consequently, the entire Dutch government system, from municipalities to ministries and central government agencies, should play a role in this awareness-raising process with the DC/IC sector playing a pro-active and front runner's role.

The question then is how to achieve a proper balance between a centralised approach that is supposed to avoid fragmentation and inefficiency and an approach that does justice to the perhaps more effective 'let 1,000 flowers blossom' principle. Participants agreed that diversity is important, but that 'the weed has to be separated from the 1,000 flowers'. Self-reflection on the part of practitioners and attempts to align and merge with similar-minded actors should therefore come from within the sector and not be imposed by the ministry. In order to reach Dutch citizens better, a specific approach for each target group (activities to promote global citizenship) should be developed. The important role that the private sector is already playing in this (fair trade products in supermarkets for instance) is increasingly being recognised and it is essential that private sector involvement in initiatives by the DC/IC sector are enhanced. Last, but not least, due attention should be paid to new technologies and the important role social media can play in promoting global citizenship.

The full seminar report in Dutch can be found at:

<http://www.singinganewpolicytune.nl/publications/20100630-seminar-report>

### **Expert discussions on DC/IC and policy theory (DPRN Singing a New Policy Tune Track 2)**

Following a series of public debates which were intended to inform the formulation of a new policy theory<sup>4</sup>, and inspired by the publication of the WRR report, the ISS hosted a meeting on 22 April 2010 that focused on the question: How can we move the DC/IC debate to a higher level, taking account of the fact that differences in opinions on goals and instruments for international development continue to exist? Using a fish-bowl format, 30 experts discussed how to promote global public goods, new bilateral approaches, the preconditions for a new style of international cooperation, and the renewed need for knowledge for development. This highlighted a great deal of agreement on the issue of this debate needing to have a stronger political dimension, and to be expanded beyond the current horizons and groups of interested parties.

The meeting was part of Track 2 of the SNPT trajectory, which focused more explicitly on the formulation of a policy theory. The results of the track clearly indicated that a formulation or even a reformulation of a so-called policy theory is extremely difficult, complicated, time-

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<sup>4</sup> Meetings in September and October 2009.

consuming and requires a rather different approach. The main result of this track is perhaps that all stakeholders clearly realise these difficulties, might have become less ambitious and more realistic and will not start another revitalisation without seriously considering a more suitable approach. Despite these difficulties, a draft policy note was written entitled 'Towards a Theory of (Dutch) Development Policy'.

The results in relation to the transition from DC to IC are more tangible, although the main conclusion is that a lot more needs to be done to integrate DC adequately into IC policies. The main observations are detailed below.

Firstly, common policies of DGIS and even the Ministry of Foreign Affairs are relevant, but too narrow for a genuine and comprehensive IC policy. The IC themes should be broader and incorporate global issues (e.g. a focus on 'climate change' could integrate issues related to population growth and global public goods and vice versa) and involve stakeholders from other ministries and agencies that focus on global issues such as environment, climate, trade and migration. Participants suggested that Development Cooperation (DC) should be an important part of IC agenda and that a new minister should be made responsible for the entire IC agenda and not only for the DC agenda. The main challenge for the next minister is how to link existing and new policies with global issues. The agenda points for DC and IC were, however, not made explicit (e.g. does IC include NATO policies?). It was clear, however, that IC policies should include a critical review of the role, behaviour and responsibilities of developed countries in terms of trade policies, (im)migration policies, environmental and pollution impacts of their economic growth policies and the impact of their consumption levels on the world's natural resources.

Secondly, the working groups discussed the assumption that shifting towards IC will only be effective if actors in development cooperation work in a context-specific way (i.e. devise country-specific strategies) in order to cope with differences between developing countries. E.g. for fragile states the international development aid agenda is too narrow and inflexible. The working groups discussed the continuing importance of (budget) support for multilateral organisations, but concluded that the Dutch government should keep its own choices, focus and policies and use its own expertise when working on the basis of internationally agreed policies. The Netherlands should also strive to continue being an example and guide for other countries (*'gidsland'*).

Thirdly, an interactive process between stakeholders (North and South) from the private sector, research institutes, civil society and emerging network organisations and politicians (consistency with other ministries) is essential to create a broad knowledge base of global issues. The DC sector should think 'outside the box' and shift from traditional assistance towards solving 'the source of the problems'. Thus, by formulating the IC policies the recipients (South) should be the focal point and policies should be based on the operational site (instead on the basis of Dutch axioms). Furthermore, Dutch policies should stimulate and enable possibilities for non-traditional DC stakeholders (e.g. the private sector) to shift towards IC.

Fourthly, in line with one of the most important WRR conclusions, participants found that the implementation period of current policies is too short: a change is needed towards a

'minister proof policy'. A long-term focus is essential, particularly when shifting towards IC, because more time is needed to see whether (sub)sectoral or thematic policies are effective or not and because working through multilateral channels takes time. Furthermore, problems which have existed for decades cannot be solved within four years.

Finally, policies should receive more public support, particularly when shifting towards a comprehensive IC policy in which our own behaviour as global citizens is required to change. The public should understand that working towards such an IC policy also implies benefits for the Dutch economy and society and is unavoidable as global issues will affect the Netherlands (climate change, migration, financial crisis). For that reason, a balance is needed between 'solidarity, own interests and global interests'.

For a full seminar report (in Dutch) see:

<http://www.singinganewpolicytune.nl/publications/20100422-expert-discussion>

## Contribution to the DPRN objectives

### Stimulating informed debate

The meetings helped to stimulate informed debate among actors in the DC/IC sector:

- Nedworc published a review of the kick-off conference on their website and sent it to their consultants. The findings were also discussed during a Nedworc meeting (November 2009);
- The Worldconnectors published a review of the kick-off conference on their website;
- Vice Versa published four articles on the SNPT trajectory (Appendix 6). Several people responded who did not participate in the SNPT trajectory;
- Organisations asked their staff to review the meetings and share the report of the meeting after participants from different organisations asked the MDF coordinators for the PowerPoint presentations of the Ministry of Foreign Affairs and other documents for their internal meetings);
- Several people asked to be kept informed about the trajectory and its reports;
- Several networks and participants asked to play a role in following meetings;
- The process provided an important platform for participants to discuss new insights into DC/IC, such as brought forward in the WRR report.

### Involvement of relevant partners

Since the beginning of the trajectory, MDF consulted DGIS regarding participation in the process and discussed the availability of DGIS staff for the meetings with several heads of departments. For the 'governance and fragile states' seminar, Mr Ronald Wormgoor (Ministry of Foreign Affairs) was involved in the programme and suggested names for the panel members. The University of Maastricht also suggested names for the panel (to add scientists to the panel) and was involved in the marketing of the seminar.<sup>5</sup>

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<sup>5</sup> For the 'climate change' seminar (which unfortunately had to be cancelled in the end), there was active involvement by Ms Jo-ella van Rijn (Ministry of Foreign Affairs) as regards formulating the

Furthermore, MDF and the ISS consulted and involved various people from different organisations, including WOTRO, Nedworc, Evert Vermeer Stichting, Development Studies departments from various universities, climate and conflict networks about keynote speakers, professionals who could take part in the panel discussions or give speeches. These actors were also interested in attending the meetings and in receiving the reports afterwards. The private sector was also involved. Mr Onno Franse (Royal Ahold) and Mr Kees-Jan Vis (Unilever) formulated crucial questions, suggested panel members from the private sector and promoted the meetings.

For the final seminar, various partners active in creating 'global citizenship among Dutch citizens' were approached to make an inventory of the interest among actors, to take part in the panel (NCDO, COS, Oikos, Fair Trade, Partos, Ahold) and/or to promote the seminar in their networks (Wilde Ganzen, Nationale Jeugdraad, Centres for Development Cooperation (COSs), MVO, NCDO, Partos, WOTRO). Mr Lau Schulpen (CIDIN) was actively involved in the programme and helped formulate the main discussion questions and added scientific value to the discussion. Ms Vanessa Nigten (WRR) was actively involved in formulating questions for the working groups and in relation to the WRR report of January 2010.

A total of 229 different people participated in the meetings in connection with this process:<sup>6</sup>

- 44 people participated in the 'Pick your Brains' session of 10 September 2009
- 62 people participated in the Kick-off Conference of 1 & 2 October 2009
- 30 people participated in the ISS meeting of 22 April 2010
- 43 people participated in 'Governance in fragile states' seminar of 4 May 2010
- 97 people participated in the 'Sustainability and Global Citizenship' seminar of 30 June 2010

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meeting objectives and questions for discussion, and approaching keynote speakers and panel members.

<sup>6</sup> 15 people registered for 'Climate change' seminar of 15 June 2010 (cancelled).

These participants were distributed over the different sectors as follows:

	Policymakers		Scientists		NGO staff		Private sector		Total	
	Abs.	%	Abs.	%	Abs.	%	Abs.	%	Abs.	%
Pick your brains	15	33	8	17	7	15	16	35	46	100
Kick off	17	26	13	20	14	22	21	32	65	100
ISS meeting	4	15	12	44	5	19	6	22	27	100
Governance in fragile states	7	17	1	2	25	60	9	21	42	100
Sustainability and global citizenship	7	9	8	10	54	67	12	15	81	100

### Relevance for policy and practice

DGIS staff indicated that their awareness of the knowledge base of Dutch professionals had increased concerning themes that are also part of formal Dutch development assistance policies. However, they had also assumed that professionals working in the sector were already duly informed about formal DGIS policies. To their surprise, DGIS staff noticed during the meetings that these professionals lack knowledge of formal Dutch policies, despite them being aware of the need for this knowledge. This created mutual understanding and DGIS staff started to realise that more should be done not only to disseminate their policy papers more effectively but also to (re)formulate these documents in consultation with the NGO sector, and that they should adapt their communication strategies to that end.

DGIS staff indicated that they were interested in hearing different opinions of professionals. During the meetings they had opportunities to listen to public opinions about the reviews and changes needed. For instance, practitioners indicated that they think DGIS should work in a more context-specific manner, and that DGIS should make more use of existing knowledge networks in the South. At the same time, these practitioners made it clear that they would like to know more about the selection of countries and spearhead themes. People from the private sector indicated that they need more support, for instance in order to work in fragile states. All these discussions provide input for decision making at DGIS and show that:

- the period of policy implementation should be extended beyond the regular four years;
- common DC policies are too narrow for IC;
- more public support for DC/IC policies is needed;
- more cooperation is needed between Dutch government and other DC/IC actors.

Furthermore, academics were approached to add outcomes of scientific research to the discussions (e.g. Dr Lau Schulpen invited two researchers who had finished their PhD

research on global citizenship). There is more scope for the integration of scientific knowledge in policymaking and scientists can be approached to do more research for DGIS.

Participants suggested that a transparent overall timeline with the various meetings in the DC sector would be useful. Such an overview should also include targets of meetings, feedback loops and links to the ministry. Currently there are separate meetings with little overall momentum to support DGIS policy. Perhaps DGIS could have a fixed representation to all to guarantee continuity.

### **Enhancing cooperation and synergy**

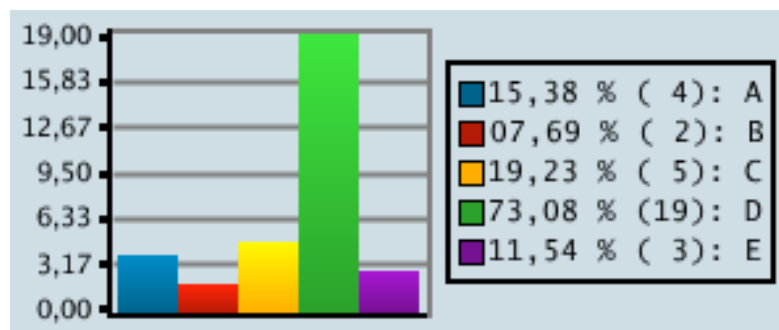
Not only representatives of the Ministry of Foreign Affairs participated in the meetings, but also representatives of other Dutch Ministries: the Ministry of Defence, the Ministry of Agriculture, the Ministry of Housing, Spatial Planning and the Environment (VROM) and the Ministry of Finance. Although Dutch Ministries collaborate in a number of intra-governmental platforms for IC, discussions and interaction with practitioners and academia add value. In that sense, the meetings contributed to further exchanges of information and networking.

The meetings also helped to create more intensive contacts and information exchanges between the private sector (Unilever, Ahold, TNO) and the Ministry of Foreign Affairs. The private sector indicated that the government should have more flexible and stimulating policies which duly recognise the important role of the private sector; not only in terms of economic growth but also in terms of creating a society in which the values of our own social democratic and guided capitalism society are reflected. Scientists had the opportunity to discuss with staff of civil society organisations and policymakers, and repeatedly asked these parties to invest more in research.

Many of the participants indicated that they greatly valued the interaction with a wide range of people from different backgrounds and that the subsequent networking is important as regards working towards a common goal. They indicated the importance of having regular discussions at different locations, with active participation such as round tables, in combination with drinks and simple food as a way of getting in touch with each other in an informal way and on an individual basis.

## Reactions and evaluation

*Respondents to online questionnaire (total 33)*



A Pick your Brains (15.4% represents 9.1% of the total participants of this meeting)

B Kick-off Conference (7.7% represents 3.2% of the total participants of this meeting)

C Seminar Governance in fragile states (19.2% represents 11.6% of the total participants of this meeting)

D Seminar Sustainability and global citizenship (73.1% represents 19.6% of the total participants of this meeting)

E ISS meeting on how to raise the DC/IC debate to a higher level (11.5 % represents 10.0% of the total participants of this meeting)

### Aspects appreciated by the participants ('tops'):

- Academics, practitioners, private sector and politicians can meet and confront each other;
- Good level of brainstorming (4 May / 30 June);
- The inter-sectoral participation by participants and the high quality of the speakers and speeches;
- The high quality of the background papers (meetings in 2009);
- The discussions during the 'fragile states' meeting seemed to provide a direction DGIS is keen to follow, and to link well with current political economy issues on which policy actually makes a difference;
- The authors involved (May/June);
- Involvement of the WRR in the debate (30 June);
- Logistical arrangements;
- Network possibilities.

### Suggestions for improvement ('tips'):

- A greater focus on changes and results and choice of subject matter. Get the 'new', or 'innovative' out of the discussions. A more creative approach would have yielded more interesting results for the meetings in 2009;
- Look more for external solutions, network organisations; a broader look instead of an internal one;
- Get the ministry's thoughts on various issues raised, in an official statement. Now the results seem to be too 'up in the air', with discussions being too input-oriented;
- Do not develop biased agendas for meetings: allow a little bit more space;



- Keep it practical and simple, do not just debate a topic but show some practical examples, and end the conference by providing a sort of platform to enhance more cooperation on some themes;
- The plenary sessions could have been more facilitating and focused (meetings 2009);
- The meeting largely recycled ongoing business. The problem is not public support ('*draagvlak*') but the moral critics of the sector (30 June);
- More in-depth continuation of discussions on the WRR Report and follow-up (30 June);
- Do not invite people who are only concerned about their own agendas and/or come unprepared;
- Allow more time for networking, real in-depth debate and for innovative ideas and examples.

Due to the fact that none of the respondents had attended more than one meeting, no feedback was provided on the coherence of the meetings.

## Reflection

The start-up phase of the SNPT trajectory was a challenge. It proved to be rather difficult to get a common understanding of the policy theory track and its objectives and of how to connect it to the public debates. For that reason a process facilitator with a solid theoretical and experiential background, Mr Frans Bieckmann, was hired and the exploratory Pick your Brains meeting was organised. DGIS staff were invited to participate in the process and heads of departments were duly represented in the thematic working groups. The involvement of Mr Bieckmann was valuable especially for the Pick your Brain sessions and his two papers were much appreciated because they raised crucial questions and structured the discussions.

Based on the discussions during the Pick your Brains meeting, the two papers were revised for the public kick-off meeting in October. Nevertheless this meeting did not generate any clear focus and output, mainly because the subject of the first day of this two-day meeting (on the policy theory and the foundations of Dutch development assistance policies) proved to be too conceptual, abstract and theoretical for many practitioners. This also had an impact on the discussions on the next day during which DGIS representatives presented their (sub)sectoral/thematic policies. The objective of making the foundations per subsectoral/thematic policy explicit was not properly met. Discussions did not go beyond the point of the mere policies and did not touch sufficiently on their underlying assumptions, norms and values. As already predicted by Mr Bieckmann, discussions with the broad public did not add a great deal of value to the previous discussions in small expert groups. However, his warning came at a moment that MDF felt it was no longer feasible to cancel the kick-off meeting since it had already been announced via numerous media and platforms. Thereafter it became clear that making the foundations of Dutch development assistance policies explicit, as well as formulating recommendations for their reformulation, would not be possible in the setting of public debates. A much more condensed approach, with only a limited number of pre-selected experts per theme and subsector would very probably have been better. Consequently it was decided that two separate tracks were

needed and, for various reasons, Frans Bieckmann unfortunately discontinued his involvement. The rest of this process has been already described in the previous sections.

Learning from the challenges faced in the general meetings of 2009, different actors (DGIS staff, academics from different universities, key-persons working for NGOs, authors) were approached for the thematic meetings in 2010 to: (i) identify the priority themes for the series of debates; (ii) formulate the main topics and draft initial programmes per theme; (iii) identify relevant speakers and panel members. This approach definitively helped to provide a clearer focus. Furthermore, close collaboration with DGIS staff helped to improve participation by DGIS staff and ensure that the presentations were geared more to the aims of the seminars. Finally, most of the questions and issues raised in the 'working groups' (the participants were divided into smaller thematic groups during all meetings) with participants being encouraged to become more outward looking and think of eye-openers and innovative ideas.

Furthermore, the timing of the publication of the WRR report in January 2010 increased the readiness of the sector to engage in a serious debate of the present shortcomings of DC/IC policy and the report was therefore used in the thematic seminars as well as for the policy theory track. However, waiting for the publication of the report resulted in the suspension of the SNPT trajectory and its meetings and debates by almost three months.

MDF was the lead party in the SNPT process and took responsibility for the setting of the objectives and programmes for the meetings, and for the logistical and marketing arrangements. The ISS provided technical input for the meetings in 2009 and organised one meeting in April 2010 and a series of public debates in response to the publication of the WRR report. Vice Versa published four announcements and articles and contributed to the marketing and website building. Initially, an online-forum was proposed to stimulate informal debates and to create more innovate ideas. Two web facilitators were identified for the forum. However, there were a number of difficulties and the forum was therefore cancelled. The reasons were (i) the lack of debatable outputs and the confusion created during the meetings in 2009 as a result of which there were insufficient statements for a meaningful online debate; (ii) the long period without activities between the meetings in 2009 and 2010; (iii) low interest on the part of the participants to give opinions online; (iv) the departure of the webmaster/forum builder from MDF; and (v) the high costs of building and maintaining the forum.

Despite the complexities of this process, it can be concluded that the SNPT trajectory contributed to the DPRN objectives and stimulated the debate on DC-related subjects among policymakers, scientists and practitioners. This was realised not only through the thematic seminars and the ISS meeting but also through the initial meetings on the policy theory and foundations of Dutch development assistance policies. Lessons are not only learned from positive experiences but also and perhaps even more so from negative experiences, mistakes, frustrations and irritations. This is also true of the organisation and facilitation of complicated, complex and open ended processes like the Singing a New Policy Tune.

## Plan for follow-up

### **Letter of innovative ideas**

To follow up on the seminar on 30 June, the output of the workshop sessions – which focussed on creating innovative ideas and eye-openers for (i) influencing and changing behaviour and attitude of Dutch citizens and (ii) to stimulate effective cooperation where needed – could be summarised in a letter of innovative ideas. This letter could be sent to the Ministry of Foreign Affairs, private sector and development organisations, scientists and other key actors.

This letter could also integrate other key findings and innovative ideas of the ‘Pick your Brains’ meeting, kick-off seminar, ISS meeting and the seminar ‘Governance and Fragile States’. This process should be participatory with a draft version of this document being sent to all participants, asking them to add new ideas and provide eye-openers for key actors.

### **Partos**

Partos has shown interest in the report of the seminar on 30 June. Their committee for promoting global citizenship is going to use the report as input for a meeting on this topic in October 2010 during which the synergy among actors in DC/IC cooperation will be analysed.

### **Reports**

The reports will be sent to the participants and they will be asked to assess the seminar outcomes critically and use the suggestions and input in their own work environment.

### **Policy theory**

Even though there are not yet any conclusive answers to the question of a new policy theory, the ISS is going to continue to promote debate on this.

## Appendix 1 – Meeting programmes

### Pick your Brains – 10 September 2009

- 12:30 Aankomst, registratie en lunch (1<sup>e</sup> etage Kofi Annan Corner)
- 13:00 Opening – Hans Rijnveld MDF (Zalen VII en VIII)
- 13:15 Plenair
- ❖ Toelichting op twee stukken en rol van Frans Bieckmann
  - ❖ Wat betekenen de financieel-economische, klimaat & energie, voedsel crisis voor de grondslagen van het Nederlandse OS/IS beleid
  - ❖ Wat betekent de verschuiving van minder OS naar meer IS voor de grondslagen van het Nederlandse OS/ IS beleid
  - ❖ Wat zou de centrale doelstelling moeten worden van een toekomstig IS beleid?
  - ❖ gaat het opstellen van een algemene beleidstheorie samen met contextspecifiek werken?
- Vragen & antwoorden* (Zalen VII en VIII)
- 14:00 Werkgroepen:
- (Zaal IV: Gender en reproductieve gezondheid en rechten)
  - (Zaal V: Duurzaamheid; klimaat & energie en water)
  - (Zaal VI: Economie; groei & verdeling)
  - (Zaal VII: Fragiele staten, vrede en (on)veiligheid)
  - (Zaal IX: Goed bestuur & strijd tegen corruptie)
- 16:30 Terugkoppeling uitkomsten van de vijf werkgroepen en rol van DGIS
- 17:10 Afsluiting (Zalen VII en VIII)
- 17:20 Borrel (Wintertuin)

### Kick-off Conference – 1 and 2 October 2009

#### Day 1

- 10:30 Registratie + koffie (1<sup>e</sup> etage – Kofi Annan Corner)
- 11:00 Opening ‘Een toekomstperspectief?’ Hans Rijnveld, directeur MDF Training & Consultancy BV en Guus Wattel – Task Force DPRN en DGIS kennismanagement (zaal VII en VIII)
- 11:15 Panel discussie: Hoe kom je tot beleid? Theorie vs. Praktijk – een debat tussen wetenschappers Arjan de Haan (ISS) en Pieter Boele van Hensbroek (RUG); politici Eric Smaling (SP) en Marianne Douma (D66) en Herman Mulder (voormalig ABN-AMRO) namens het bedrijfsleven.  
(zaal VII en VIII)
- 13:00 Lunch (Restaurant)
- 14:00 Het denken achter een beleidstheorie – gepresenteerd door Rob Visser (zaal VII en VIII)
- 14:30 ‘Van kakafonie naar complexe orde’ – Audio experiment door Heleen van den Hombergh (zaal VII en VIII)

- 15:00 Hoger en lagerhuizen – discussies over kruisverbanden van de deelterreinen van het ontwikkelingsbeleid (zaal VII en VIII, zaal IV, zaal IX)
- 17:00 Afsluiting & korte inleiding van het programma 2 oktober (zaal VII en VIII)
- 17:15 All the Gold – Heleen van den Hombergh Aansluitend tijd voor borrelen (Wintertuin)
- 19:00 Diner (Restaurant)
- 21:00 Avondprogramma

## **Day 2**

- 9:30 ReCap 1 oktober – door Herman Mulder (zaal VII en VIII)
- 10:00 Thematische werkgroepen – op zoek naar beleidstheorie per thema (zaal VII: gender en reproductieve gezondheid en rechten)  
(zaal VIII: economie; groei & verdeling)  
(zaal I: fragiele staten, vrede en (on)veiligheid)  
(zaal IX: goed bestuur & strijd tegen corruptie)  
(zaal IV: klimaat & energie en water)
- 13:00 Lunch (Restaurant)
- 13:45 'Plaats uw eigen broncode' (Entree Hotel de Bosrand)
- 14:30 Presentaties van de thematische werkgroepen (zaal VII en VIII)
- 15:30 Afsluitende woorden door Henk Molenaar en Hans Rijnveld (zaal VII en VIII)

## **Hoe tillen we het ontwikkelingsdebat naar een hoger niveau ? – 22 April 2010**

- 9:00 Koffie
- 9:30 Opening en introducties (door Louk de la Rive Box, Frans Bieckmann en Henk Molenaar)
- 9:45 Vissenkomp 1 : Global Public Goods en beleids-coherentie
- 10:15 Vissenkomp 2 : Bilaterale benaderingen in de 21<sup>e</sup> eeuw
- 10:45 Koffie
- 11:15 Vissenkomp 3 : Draggers van IS nieuwe stijl
- 11:45 Vissenkomp 4: Kennis Voor Ontwikkeling
- 12:15 Afsluiting (door Frans Bieckmann, Arjan de Haan en Peter van Lieshout)

## **Governance in fragile states. Is the selection of intervention channels based on the context of fragile states? – 4 May 2010**

- 10:00 Arrival & coffee (1<sup>st</sup> floor, Hotel de Bosrand)
- 10:30 Welcome and introduction (VII/ VIII)
- 10:40 Presentation by Seth Kaplan & time for questions and answers
- 11:00 Presentation by Ronald Wormgoor – 'Peace Building and Stabilisation Unit' of Ministry of Foreign Affairs
- 11:40 Panel: reflection & introduction of fragile states
- 12:00 Dialogue with public
- 13:15 Lunch (Restaurant Hotel de Bosrand)
- 14:15 Introduction of working groups (VII/ VIII)

14:30 Working group 1 (zaal V)  
Working group 2 (zaal VI)  
Working group 3 (zaal VII)  
Working group 4 (zaal VIII)  
16:00 Reflection of working groups  
16:30 Time for a drink & networking (Wintertuin)

### **Sustainability and global citizenship – 30 June 2010**

10:00 Aankomst  
10:30 Opening door Jan Donner, Voorzitter van de DPRN Task Force  
10:45 Lezing & boek launch 'Verloren in wanorde' door auteur Karel van Kesteren (Ambassadeur te Bulgarije) en reactie van Peter van Lieshout (WRR)  
11:30 Paneldiscussie over de vraag: Leiden draagvlakactiviteiten tot aantoonbare gedragsveranderingen en mondiaal burgerschap en hoe kunnen we draagvlak verbreden voor meer duurzaamheid?

- Hans Beerends (oprichter Wereld Winkels)
- Dorothe Appels (COS Nederland)
- Margreet van der Pijl (1% club)
- Ineke Bakker (Oikos)
- Ton Waarts (Dignity International en SAMAH)
- Erin Troost (Deli XL)
- Nathalie Eilander (ZOA)
- Peggy van Schijndel (NCDO)
- Eveline Raijmans (Tony's factory)

  
12:45 Lunch  
13:45 Pleidooi voor een rechtvaardiger Mondiaal bestel door Ton Waarts, (Dignity International en SAMAH)  
14:00 Presentatie 'draagvlakbeleid', door Sheila Karwal (Ministerie van Buitenlandse Zaken, Directie Voorlichting en Communicatie)  
14:15 Werkgroepen: leidt minder versnippering tot meer draagvlak & duurzaamheid?  
16:00 Terugblik op de werkgroepen  
16:25 Sluiting door Alexander Kohnstamm (Partos) en Hans Rijnveld (MDF)  
16:30 Borrel

## Appendix 2 – List of participants

### Pick your Brains

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## ISS meeting (April)

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## Seminar – Governance in fragile states

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10	Haagsma	Reinanke	MDF	Practice	rha [at] mdf.nl
11	Holtland	Gerrit	Afghanistan Specialist	Private	gerrit [at] ctrt.nl
12	Kampherbeek	Ronald	NCDO	Practice	r.kampherbeek [at] ncdo.nl
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14	Karimi	Farah	Oxfam Novib	Practice	annemiek.snoodijk [at] oxfamnovib.nl
15	Klerk, de	Ton	RRD Consultancies	Private	klerkton [at] xs4all.nl
16	Klinkenberg	Stan	Save the Children	Practice	stan.klinkenberg [at] savethechildren.nl
17	Lai	Suying	Oxfam Novib	Practice	suying.lai [at] oxfamnovib.nl
18	Landu	Lema	Stichting Talentueux KAST	Practice	info [at] kast-international.com
19	Mbikayi	Paul	Congo network	Practice	mbikayi40 [at] zonnet.nl
20	Miranda, de	Anouk	Gender Issues International	Practice	projob [at] upcmail.nl
21	Munters	Paul	Munters Consulting	Private	paul.munters [at] muntersconsulting.nl
22	Musch	Arne	VNG International	Policy	arne.musch [at] vng.nl
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25	Pieper	Ivet	Context	Private	ip [at] developmenttraining.org
26	Roefs	Jeanne	Zelfstandige	Private	jroefs [at] xs4all.nl
27	Ruyssenaars	Jan	People Building Peace NL	Practice	janruysenaars [at] antenna.nl
28	Seesink	Kemi	Wetlands international	Practice	kemi.seesink [at] wetlands.org
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34	Verbeek	Dagmar	VNG International	Policy	dagmar.verbeek [at] vng.nl
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39	Winden, van der	Bob	BW support	Private	bob [at] bwsupport.nl
40	Zanen	Sjoerd	MDF	Practice	sz [at] mdf.nl
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## Seminar Sustainability & global citizenship

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## Appendix 3 – Background papers

[Bieckmann, Frans, \*De broncode revisited\*](#) ('The source code revisited'), August 2009

[Bieckmann, Frans, \*Naar een onderbouwde IS Policy\*](#) ('Towards a substantiated IC policy'), August 2009

[Rijneveld, Hans en Tijkotte, Ellen, \*Een wereld van verschil; een zaak van iedereen?\*](#)  
[Ontwikkelingssamenwerkingbeleid van Pronk tot Koenders,](#) March 2010

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Alesina, Alberto, and David Dollar, 2000, 'Who Gives Foreign Aid to Whom and Why?' *Journal of Economic Growth*, Vol.5, No.1, pp.33–63.

Borgh, Chris van, *Post-war peace building: what role for international organizations* – in: WRR (Kremer, Lieshout, Went) *Doing Good or Doing Better*, Amsterdam University Press, 2009

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Wal, Marieke de, *Een sector onder vuur: ontwikkelingssamenwerkingsorganisaties en hun strategieën in een veranderende wereld*, Amsterdam, KIT, 2009

## Appendix 5 – Policy papers

Ministry for Development Cooperation, *Internationale Samenwerking 2.0: agenda voor moderne armoedebestrijding*, Speech delivered at the University of Amsterdam November 2008, [Toespraak moderniseringsagenda 2.0](#) [Dutch]

Ministry for Development Cooperation, [Een Zaak van Iedereen: beleidsnotitie Ontwikkelingssamenwerking 2007-2011](#) [Dutch]

Ministry for Development Cooperation, [De broncodes van het OS beleid: articulatie van een beleidstheorie Ontwikkelingssamenwerking](#), 2006 [Dutch]

### **Theme: Gender en reproductieve gezondheid en rechten**

Ministry for Development Cooperation [Keuzes en Kansen – Policysnotitie HIV/aids en seksuele en reproductieve gezondheid en rechten \(srgr\) in het buitenlands Policy](#) 2008 [Dutch]

### **Theme: Duurzaamheid; klimaat, energie en water**

Ministry for Development Cooperation, [Policysnotitie Milieu en Hernieuwbare Energie](#), 2008 [Dutch]

### **Theme: Fragiele staten, vrede en (on)veiligheid**

Ministry for Development Cooperation, [Veiligheid en ontwikkeling in fragiele staten](#), 2008 [Dutch]

### **Theme: Goed bestuur en strijd tegen corruptie**

Ministry for Development Cooperation [The SGACA experience](#), 2008

### **Theme: global citizenship**

Ministry for Development Cooperation, *Kamerbrief mei 2009 –* [http://www.minbuza.nl/nl/Actueel/Kamerstukken/2009/05/Kamerbrief\\_over\\_modernisering\\_draagvlak\\_ontwikkelingssamenwerking](http://www.minbuza.nl/nl/Actueel/Kamerstukken/2009/05/Kamerbrief_over_modernisering_draagvlak_ontwikkelingssamenwerking) [Dutch]

## Beleidsstheorieën

**In twee dagen een beleidsstheorie voor internationale samenwerking vaststellen met een brede groep betrokken deelnemers die elk een eigen agenda en eigen belangen hebben, bleek bijna onwerkbaar. Wat daarbij vooral opviel was hoe weinig betrokkenen van buiten het ministerie eigenlijk wéten van het beleid.**

Op 1 en 2 oktober werd in Hotel de Bosrand in Ede de startconferentie gehouden van de in eerdere nummers van *Vice Versa* al uitvoerig beschreven zoektocht naar een nieuwe beleidsstheorie voor internationale samenwerking. Deze bijeenkomst zal in elk geval worden gevolgd door een aantal thematische bijeenkomsten in 2010.

Het door het Development Policy Review Network (DPRN) gefinancierde traject wordt georganiseerd door MDF en ISS in samenwerking met *Vice Versa*, dat verslag doet van de gebeurtenissen, zodat u ook als u er niet bij was toch deelgenoot kunt zijn van de uitkomsten. *'Singing a New Policy Tune'*, heet deze zoektocht. Nieuw, omdat een dergelijk exercitie tot nu toe nog niet is uitgevoerd, en zeker niet met een zo brede groep deelnemers als afgelopen oktober.

Meest opvallende aanwezige was een afgevaardigde van D66, de partij die zich de afgelopen jaren in de discussies over ontwikkelingsamenwerking niet eenmaal heeft geroerd. De partij blijkt zich, nu forse zetelwinst in het verschiet ligt, serieus voor te bereiden op haar mogelijke toekomstige rol.

De basis voor de startbijeenkomst werd gevormd door een notitie van hoofdredacteur van *The Broker* Frans Bieckmann. Hij zette voor de deelnemers de uitgangspunten en dilemma's op een rij. Een beleidsstheorie is, volgens Bieckmann, niet een theorie over hoe beleid tot stand komt, maar een grafisch overzicht dat uitgebreid in kaart brengt welke doelen, assumpties, relaties, oorzaken en gevolgen er onder de beleidskeuzes liggen. Bieckmann schetste in zijn wat wollige maar boeiende notitie onder andere de knelpunten van een voorloper van dit traject, een werkdocument dat een groep ambtenaren een aantal jaar geleden tijdens het ministerschap van Agnes van Ardenne opzette. Bovendien legde hij uit waarom dit huidige traject niet op dat spoor verder kan werken en hij gaf aan welke vragen er in het *'Singing a New Policy Tune'*-traject beantwoord zouden moeten worden voordat inhoudelijk verder gewerkt kan worden.

Meteen op de eerste ochtend van de bijeenkomst bleek er behoorlijk wat verwarring te bestaan onder de deelnemers. De meeste gastsprekers in het discussiepanel dat de dag opende leken wel Bieckmanns analyse te delen dat beleidskeuzes expliciet en gereflecteerd onderbouwd moeten worden, maar zij reageerden eigenlijk helemaal niet op de door Bieckmann geformuleerde vragen of zelfs maar op elkaars inbreng. Zij hielden eigenlijk vijf kleine lezingjes. Stuk voor stuk aardig, daar niet van, maar echt veel verder kwamen we er niet mee. De verwarring werd vervolgens eigenlijk alleen nog maar groter door de daarop volgende presentatie van Rob Visser, die tot zijn recente pensionering nog op het

ministerie werkte, maar nu boswachter is. Visser deed uitvoerig uit de doeken wat de uitgangspunten waren van het eerdere ambtelijke denktraject, 'de beleidstrommel', dat Bieckmann in zijn notitie juist had aangegeven te willen verlaten.

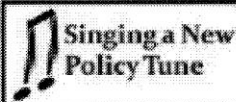
's Middags werd vervolgens in een aantal kleinere werkgroepen aan de hand van stellingen doorgedacht over de eigen vooronderstellingen van de deelnemers over IS-beleid. Dat leverde naar goed Nederlands gebruik dan weer vooral gesprekken op over de verschillende mogelijke interpretaties van de stellingen zelf, of wat daar in ontbrak. Het leek al met al allemaal niet op te schieten, maar het was gelukkig wel overwegend gezellig en er werd tot laat in de avond volop genotwerkt.

Op dag twee werden de deelnemers opgesplitst in themagroepen, die waren ingevuld aan de hand van de beleidskeuzes van minister Koenders. Elke groep werd eerst door een medewerker van het ministerie bijgepraat over het huidige beleid, waarna het de bedoeling was verder te praten over wat het voor dat deelterrein zou betekenen als het huidige beleid zou worden omgezet in een IS-beleid. Dit programmagedeelte leverde eigenlijk nog de grootste verrassing op, namelijk dat de grotendeels zeer ervaren en onderlegde thema-experts, die deelnamen aan de werkgroepen, eigenlijk maar heel erg weinig weten over wat het huidige beleid op hun eigen vakgebied is, of hoe dat tot stand komt. En omdat dat beleid nu juist voor de meeste ambtenaren dagelijkse kost is, ontstond ook hier zornogelijk nog verdere verwarring – en werden vooral méér vragen opgeroepen.

En eigenlijk is dat misschien wel helemaal niet erg, want er is nog ruim voldoende tijd om verder te werken aan de vragen die er zijn. Maar het project loopt wel het gevaar dat de diverse betrokkenen volslagen langs elkaar heen blijven praten of domweg afhaken als er niet iets meer duidelijkheid komt over wat er nu eigenlijk precies moet gebeuren en wie welke rol daarbij heeft. Het ISS heeft in elk geval beloofd een serieuze poging te wagen om deze handschoen op te pakken. Wordt dus vervolgd.

*De complete startnotitie van Frans Bieckmann en gedetailleerde verslagen van de werkgroepen vindt u op [www.singinganewpolicytune.nl](http://www.singinganewpolicytune.nl). Daar staan ook de data en programma's voor de vervolg-bijeenkomsten. Op [www.nedworc.org](http://www.nedworc.org) vindt u bovendien een zeer leesbaar verslag van deze bijeenkomst door Nedworc-leden Verona Groverman en Ton de Klerk.*





## Zet de WRR nu echt alles op zijn kop?

De ontwikkelingssector is voortdurend in beweging. Om kennis, ervaringen en ideeën uit te wisselen rond specifieke ontwikkelingsthema's, organiseert 'Singing a New Policy Tune' vier bijeenkomsten voor professionals uit de brede OS-sector. De thema's zijn gebaseerd op de veranderende OS/ IS agenda en het onlangs uitgekomen WRR rapport.

Met deze bijeenkomsten willen we deze thema's op een constructieve wijze onder de loep nemen, nieuwe inzichten krijgen over de bijdragen die geleverd worden door verschillende interventiekanalen en komen tot kruisbestuiving. Voor deze bijeenkomsten zijn onder andere uitgenodigd: de verschillende directies van het Ministerie van Buitenlandse Zaken, wetenschappers, politici en experts uit de sector. Er zal een lezing verzorgd worden door een praktijk/ thema deskundige met daarin verwerkt de reflectie van de WRR over het thema. In het middag programma kunt u deelnemen aan werkgroepen om tot verdere verdieping te komen en goede inhoudelijke discussies te hebben.

1. **Goed bestuur in fragiele staten - dinsdag 4 mei**
2. **Economische Groei & Verdeling - dinsdag 25 mei**
3. **Klimaatverandering & adaptatie - dinsdag 16 juni**
4. **Duurzaamheid en de globaliseringsagenda - maandag 28 juni**

Bijeenkomsten: 10.00 - 16.00 in Hotel de Bosrand in Ede. Kosten zijn 50 euro voor 1 dag, incl. lunch en borrel (25 euro voor studenten).  
Meer informatie en inschrijven: [www.singinganewpolicytune.nl](http://www.singinganewpolicytune.nl)

'Singing a New Policy Tune' wordt georganiseerd door:



## Het Grote MFS-debat

11 april vanaf 16.00 uur in Desmet Studio's in Amsterdam

Welke ontwikkelingsorganisaties zijn na 1 april nog in de race voor overheidssubsidie?

Vanuit Desmet Studio's in Amsterdam worden op 11 april de resultaten van MFS-2 geanalyseerd. Topambtenaar Bram van Ojik licht de beslissing van het ministerie toe. Zowel 'winnaars' als 'verliezers' geven hun reactie.

### En verder:

Gesprekken en debat met onder meer Peter van Lieshout (WRR), Jack van Ham (ICCO), René Grotenhuis (Cordaid), Evelijne Bruning (the Hunger Project), Ewout Irrgang (SP), Harm Evert Waalkens (PvdA), John Verhoeven (onzeWereld), Marc Broere (Vice Versa) en Marcia Luyten (publicist).

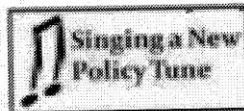
Presentatie: Frénk van der Linden en Evellen Bosch

Vanaf 19.00 uur live op Radio 1

Aanmelden via [www.1komma4miljard.nl](http://www.1komma4miljard.nl)

(Wees er snel bij want er is een beperkt aantal plaatsen beschikbaar)

Het debat wordt georganiseerd door Ceolpolitics in opdracht van 1komma4miljard, een initiatief van ICCO en lokale media. Mediapartners zijn Vice Versa, 12, onzeWereld en Link.



## Nieuw beleid voor fragiele staten?

Fragiele staten staan hoog op de Nederlandse ontwikkelingsagenda, maar hulporganisaties stuiten in landen als Congo, Afghanistan en Guatemala op enorme problemen. Hoe moeten ze er te werk gaan? Het eerste 'Singing a New Policy Tune'-seminar van dit jaar ging over deze vraag.

'Sociale en politieke spanningen, gebrek aan veiligheid, en geweldpleging tegen de bevolking zijn kenmerken van een fragiele staat', vertelt Hans Wesseling van het ministerie van Buitenlandse Zaken. 'Er heerst wetteloosheid, en basisvoorzieningen zoals onderwijs en gezondheidszorg ontbreken gedeeltes of helemaal.' Veiligheid, legitiem bestuur en vrede/dividend zijn de drie pijlers waarop het Nederlandse fragiele-statenbeleid rust. Omdat de ernst van de situatie van land tot land verschilt, hansteert Nederland een contextspecifieke benadering. 'Wij zetten vooral het multilaterale kanaal en niet-gouvernementele organisaties in en werken samen met lokale partners', legt Wesseling uit.

Seth Kaplan, auteur van *Fixing Fragile States*, is erg sceptisch over de internationale pogingen om stabiliteit en ontwikkeling te brengen in (post-)conflictgebieden: 'Ons idee van een regering is te westers. Een centrale overheid is niet overal te realiseren.' Kaplan benadrukt ook dat er te veel wordt gefocust op onmiddellijke bestrijding. 'Waarom al die nadruk op de Millenniumdoelen, als primaire levensbehoeften niet eens vervuld worden?'

'Er moet een kimaal geschepet worden waarin mensen kunnen samenwerken en waarin de staat optimaal gebruik kan maken van de capaciteit van de bevolking', stelt Kaplan. Hulporganisaties kunnen een rol spelen in het vergroten van die capaciteit door lokale mensen te trainen: 'Geef geen vis, maar leer iemand een vis vangen.' Kaplan besluit zijn betoog door de aanwezige organisaties te adviseren een project niet vanuit het niets op te bouwen. 'Ontwikkel iets wat al wellets in de aardse heeft, dat vergroot de kans op duurzaam succes.'

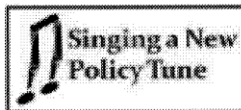
'Niet de ngo's, maar lokale partijen zijn de eigenaren van het probleem. Zij moeten het formuleren en daarna met een oplossing komen', aldus Congo-specialist Paul Mbilayi. Hij ervaart dat buitenlandse organisaties vaak problemen op tafel gooien die de lokale bevolking zelf niet als problemen beschouwt. 'Een niet bestaand probleem is ook niet op te lossen.' Er ontstaat discussie over de verantwoordingsplicht. Ligt de verantwoordelijkheid voor een project bij een ngo of bij de lokale bevolking? Farah Karim, directeur van Oxfam Novib, vraagt zich af hoe ngo's verantwoordelijk kunnen worden gehouden. Mbilayi stelt vooropgesteld dat het niet goed is als ngo's deze last dragen: 'Mensen zijn verantwoordelijk voor het opbouwen van hun eigen land!'

'Het Nederlandse beleid lijkt soms zaden te strooien waardoor staten juist fragiel worden', vindt een afgevaardigde van de regering van Zuid-Soedan, die zijn pijlen op Wesseling richt. Wesseling vindt het moeilijk hierop te reageren. Geopolitieke belangen spelen een belangrijke rol, maar ook andere omstandigheden beïnvloeden het beleid. Als voorbeeld vertelt Wesseling dat Nederland geopolitiek gezien weinig in Congo te zoeken heeft. De zwaaijler en Finke van Velsen vestigden echter de aandacht op Congo met hun bekoonde documentaire. Ook dat maakt terugtrekking uit het Afrikaanse land moeilijker.

Contextgevoeligheid, samenwerking tussen de verschillende belanghebbenden, capaciteitsopbouw en het betrekken van de lokale bevolking bij het opzetten en uitvoeren van projecten zijn thema's die domineren tijdens de bijeenkomst. Maar in hoeverre wordt er een nieuw beleidsklimaat gezongen? Al komen de ideeën en werkwijzen logisch en doordacht over, ze klinken nog weinig vernieuwend. [De de 11/12]

Op 15 juni vindt het seminar 'Klimaatverandering en adaptatie' plaats en op 30 juni 'Duurzaamheid en de globaliseringsagenda'. Singing a New Policy Tune is een initiatief van Development Policy Review Network, MDF Training & Consultancy, het Institute of Social Studies en Vice Versa. Voor meer informatie, zie [www.singinganewpolicytune.nl](http://www.singinganewpolicytune.nl)





## Draagvlak is gebaat bij diversiteit

**Leiden draagvlakactiviteiten tot gedragsverandering en mondiaal burgerschap? En leidt versnippering van de verschillende draagvlakactoren tot meer of minder effectiviteit? Deze vragen stonden centraal tijdens het tweede Singing a new policy tune-debat op 30 juni.**

Bijna honderd mensen van 53 verschillende organisaties waren op een mooie zomerse dag naar Ede gekomen voor een seminar over draagvlak. In zijn openingswoord benadrukte Jan Donner, voorzitter van de Task Force DPRN die de bijeenkomsten financiert, dat juist complexe problemen zoals het ontwikkelingsvraagstuk een draagvlak in de samenleving vereisen. Sinds het begin van het nieuwe millennium is het draagvlakbeleid in Nederland duidelijk verschoven van bewustwording en informatievoorziening naar het opzetten van kleine projecten door betrokken burgers. Als het aan de aanwezigen lag, wordt dit in de toekomst weer omgedraaid. 'We snijden het geld liever over de balk aan het amateurisme van particuliere organisaties wiens schooljes staan te verpieteren, in plaats van aan professionele organisaties', zei Donner op enigszins schampere toon.

Na de presentatie van het boek *Verloren in wanorde* van Karel van Kesteren en een reactie daarop van WRR-lid Peter van Lieshout, werd in een Lagerhuis-setting gedebatteerd onder leiding van draagvlakdeskundige Lau Schulpen. Draagvlak begint met goede en transparante informatievoorziening, vonden veel van de aanwezigen. Alleen Pim de Graaf van Artsen zonder Grenzen was het daar niet mee eens. Hij wees op de grote steun die zijn organisatie van het Nederlandse publiek krijgt. In wat Artsen zonder Grenzen precies voor werk doet, zijn de donateurs helemaal niet zo geïnteresseerd. 'Het hoeft dus niet per se transparant te zijn', aldus De Graaf. Margreet van der Pijl van de relatief jonge 1%CLUB was het daar niet mee eens. 'Dat werkt misschien bij een oude generatie. Mijn generatie is echter heel kritisch en wil precies weten waaraan ze bijdragen.'

Hans Beerends, oprichter van de wereldwinkels en auteur van diverse boeken over de derdewereldbeweging, gaf aan dat er naast informatie ook vooral perspectief moet worden geboden. 'Ik probeer

wel eens een ingewikkeld verhaal over handel te vertellen, maar dat komt niet aan. Kinderarbeid daarentegen raakt mensen wel. Het gaat om hele basale dingen waarmee je grote groepen mensen kunt aanspreken, zeker als ze het gevoel hebben dat er perspectief is, dat er concrete resultaten binnen handbereik liggen. Uiteindelijk moet dat leiden tot internationale wetgeving.' Als je een duidelijk perspectief aanreikt, hoef je volgens Beerends ook niet te veel informatie te geven. 'Als je mensen overvoert met kennis bestaat het gevaar dat ze al snel beginnen te denken: deze problemen zijn zo groot dat je er toch niks aan kunt doen.'

Over de vraag over de versnippering van draagvlakactoren was iedereen het eens. Minder versnippering leidt niet tot meer effectiviteit. De aanwezigen vonden versnippering bovendien een negatief woord en kozen liever voor het woord 'diversiteit'.

In de middag gingen de deelnemers uiteen in werkgroepen en kwamen terug met enkele interessante concrete ideeën voor draagvlakcampagnes. Zo kwam Henk Hottslag van Connect International met het idee om een Twitter-campagne te organiseren waarbij telkens in één Twitter-bericht voor een 'Telegraaf-publiek' het belang voor ontwikkelingssamenwerking wordt uitgelegd. De eerste Tweet had zijn werkgroep al bedacht. 'Wat is mijn belang bij ontwikkeling in Tanzania? Als de armoede niet verminderd wordt, bestaat de wereld straks uit 15 miljard mensen.'

Ook kwam Hottslag met het idee om de *costs of no action* door te rekenen. 'Wat gaat het ons kosten als we niets doen aan armoedevermindering? Hoe ziet de foto van de aarde er dan over vijftig jaar uit? Het Al Gore-verhaal, maar dan over armoede. Over wie het gezicht van deze campagne moest worden, was snel overeenstemming bereikt: prinses Máxima. (Marc Broere)

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