Report of the Emergency Programme evaluation of Woord en Daad, Netherlands

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Woord en Daad's Preface

Woord en Daad developed its evaluation policy in 2006. According to this policy, an annual program evaluation will be done. This report is the product of the first program evaluation, which was done from May to September 2007 and covered the emergency relief and rehabilitation program of Woord en Daad of the years 2003 – 2006. This report, therefore, is the first in a series of program evaluations which Woord en Daad will commission.

The process of the evaluation was prepared and steered by the Department Advice and Research of Woord en Daad, which is responsible for implementation of the evaluation policy. Dr Bert van de Putte served as an independent external referent during the whole process. The evaluation itself was carried out by Drs. Wiert Flikkema and Drs. Jenze Fokkema in two consecutive phases.

Woord en Daad focuses strongly on learning outcomes of evaluations and is therefore glad that this study has given considerable input for learning and improvement. Woord en Daad's response to this evaluation report addresses each of the recommendations and strategic points mentioned in the report and is published as the first part of this document. In this way, we hope and wish to be accountable not only for actual program outcomes, but also for program improvements and further policy development.
Both documents – the report and the response – can be found at the Woord and Daad studies website.

Woord en Daad has also drawn lessons from the evaluation process itself. These have been documented in an internal learning document and will feed any subsequent program evaluations. Woord en Daad works with local partner organisations and emphasises co-responsibility for information flow in the chain from back donors to target groups and vice versa. Project evaluations are therefore seen as a shared responsibility of partner organisations and Woord en Daad. The major challenge from the process of this program evaluation is to ensure that project evaluations contain sufficient quality information to serve as inputs for program evaluations

For any positive conclusions with regard to implementation and outcomes of projects, Woord en Daad wants to congratulate its partner organisations. Moreover, Woord en Daad wants to thank all colleagues and partners who have been involved in this evaluation for their available time and energy and hopes this report will be useful for learning and exchange for all who read it.

Ir Jan Lock
C.E.O. Woord en Daad

Response of Woord en Daad to:
The evaluation of the Emergency Assistance (EA) programme of Woord en Daad (W&D) by Drs. J. Fokkema, 2007

General
This document forms the response of W&D to the evaluation of the EA programme of Woord en Daad. W&D values this evaluation as an important learning process. We agree with most of the conclusions and this response takes the recommendations of the evaluation as starting point (*cited in italics*).

The follow-up of W&D on this evaluation can be summarized as follows:
- W&D will continue with EA, but closer linked to the structural W&D programmes and in closer collaboration with specialised (I)NGO's. It will be executed as a 'facility' of W&D Basic Needs programme.
- Partner's capacity for different forms of EA will be included in a broader organisational capacity assessment, to be developed in 2008, which will result in recommendations for strategic choices.
- The format and procedures for EA proposals and reports will be adjusted in 2008.
- Among others things, the criterion 'vulnerability' will be included in the 'selection of the target group'.

1.2 The EA policy and programming by W&D
Efficiency

1.2.1 The relation of EA with the Capacity Building section, both in terms of programme content and its organisational position and responsibilities may have to be redefined in view of a coordinated approach and supporting the broad organisational development of the POs;
Reaction; Capacity building and organisational development of organisations (partially has) gets its own, central position within W&D. The development and use of a capacity assessment tool in 2008 will be pivotal in a coordinated approach to organizational development of PO's. The capacity of PO's to implement more or less complex forms of EA will be part of that assessment.

1.2.2 Considering the present position of EA, its relative decrease in budgetary terms but the continued importance to facilitate requests from POs and to answer to the support groups, the EA might be considered a "facility" rather than a programme.
Reaction: EA is no longer considered as a programme within W&D, but rather seen as a facility. It is handled by the programme officers of the Basic Needs programme, and as such forms a part of a broader programme. As a facility W&D has not formulated multi annual strategic targets for it. Expenditures are directly linked to fundraising, a maximum gap of € 50.000 is allowed between expenses and income.

Relevance

1.2.3 The programme policy can be better and more elaborated as to its logic and contents:
   a. *A link with the overall objective of "People are able to live according to basic human standards" can be made explicit as well as emergency relief and rehabilitation being necessary conditions for any structural development and therefore poverty alleviation. These links, together with the elements of the W&D vision to show compassion and solidarity, would better explain why W&D enters into financing emergency activities, apart from practical reasons to do so;*
   Reaction: As EA is linked as a facility to the Basic Needs programme, it will be operated as a 'repair service' in situations where 'basic human living standards' have fallen out because of emergencies, with a specific focus on area's/people groups where partners of W&D are active with at least one of the their programmes. Prevention and disaster preparedness will be formulated as objectives within the Basic Needs programme, with partners who see a specific

role in area's prone to disasters. A closer link of EA with existing programmes of W&D and partners makes it also possible to move from relief and rehabilitation to structural development programmes (which can be done by the partner and/or in collaboration with government/other organisations).

b. *Given its role of financier of emergency activities that are done by others, it is more logical for W&D to formulate programme objectives and activities from the point of view of programme management (technical, content wise, financing). Organisational development activities directed at POs would better be part of such crosscutting activities for all programmes and thus be part of the Capacity Building activities and objectives of that programme;*
Reaction: see comments under 1.2.2 and 1.2.1

c. *At programme policy level the suggestion is that W&D and its POs could play a role in all types of emergency situations and all aspects of emergency assistance: relief, rehabilitation, prevention and preparedness. Given practice, capabilities and the specific position and coverage of POs, limitations could be discussed/what would better be left up to others;*
Reaction: Capacity assessment as mentioned under 1.2.1 will also result in conclusions and recommendations regarding own implementation capacity versus cooperating with or referring to other more experienced organisations.

d. *The moment and extent to which linkages are made with structural development assistance (through other W&D programmes or by others) could be made explicit as well as whose responsibility this would be.*
Reaction: see 1.2.3.a

1.3 The W&D- Partner organisations and collaboration

Efficiency/effectiveness

1.3.1 Preliminary verification of organisational capacity for emergency assistance should be done and could in addition to such criteria as a general track record include a.o.:

- *Specific technical know how needed in case of emergency (depending on the types of emergency activities)*
- *Logistical capacities, to mobilise quickly*
- *Networks with other organisations*
- *The image of the organisation*

This verification done (and regularly updated) the decision to finance a proposal can then be taken faster.
Reaction: see in general 1.2.1; the mentioned criteria under 1.3.1 will be part of the (more general) assessment criteria. This assessment and the shared conclusions between W&D and partners will largely determine which partners are fit to give a response to a certain type of emergency.

1.3.2 The joint efforts in fundraising through the collaboration of 4 Dutch Christian NGOs is a practical solution and produces good results in terms of funds coming in, while the organisations retain their individual responsibilities for the use of funds. The perspective could be to jointly cover the risks in case the financial allocations are not covered after all.
Reaction: We have the practice of co-funding each other projects. As W&D has the policy that expenses should be matched with (sufficient) income, this principle would also apply in situations where it will collaborate with others.

1.3.3 The ZOA-W&D collaboration is a good effort to make use of the specialist knowledge of ZOA in emergency assistance and its presence in (many) countries as well as the W&D need to finance emergency assistance in situations where it has no partner (yet). To what extent past experiences have achieved this has not been analysed during this evaluation; an in-depth review could be done in a joint effort of the parties concerned. The perspective of the collaboration with ZOA could be interesting when it is discussed in the light of a more complete joint operation, for example one in which

W&D specialises in structural development and ZOA in emergency assistance, also and explicitly using existing W&D PO-capacity.

Reaction: W&D sees the value of a closer collaboration with a specialist organisation like ZOA, and will consider such collaboration from the perspective of added value in joint operations. An in-depth review of past experiences could indeed be beneficial, in particular when further collaboration will be pursued.

Relevance

1.3.4 *The focus of capacity building should be more on overall organisational development of POs. Organisational development would include specific capacities and conditions to do emergency activities, especially for POs that want to specialise and that have the ambition to do more and bigger projects in different areas. A survey of the ideas can be undertaken to complete the concrete suggestions of PO's, a.o. :*

- *to prepare organisations better in their planning for emergencies and in particular how to reserve financially for it, as well as logistically and mobilise the human resources;*
- *idem, to have a look at the place of activities on disaster prevention and/or preparedness in their particular activity package; now most of the organisations do relief or rehabilitation only;*
- *practical knowledge on how to handle different types of emergencies;*
- *to assist in finding other partners in case of an emergency and structure relationships and collaboration with them;*
- *general knowledge on emergency assistance and organisation;*
- *build up evaluation capacity (attitude, knowledge, means);*
- *in general, how to become a (more) professional organisation.*

Reaction: Capacity assessment as mentioned under 1.2.1 must lead to the conclusion whether a PO should/should not develop certain capabilities in general and for EA in particular (related to size and complexity of emergency situation, see also 1.2.3c and 1.3.1). The points (suggestions of PO's) mentioned under 1.3.4 are part of further capacity development (e.g. training of staff), in case such is necessary and needed.

1.4 W&D implementation

1.4.1 Preparation of interventions: identification, formulation and assessment

Effectiveness

1.4.1.1 *The expected effects of the proposed emergency assistance activities is generally rather self-evident, but could nevertheless be better explained in some cases. POs have an interest themselves to provide clarity in this respect as it is the basis on which also fundraising takes place;*

Reaction: In the new format for EA request more information will be asked about the expected effects.

1.4.1.2 *Most proposals and the agreements do not explicit linkages between the activity and relief, rehabilitation or development activities in the same project or linkages with other projects (LRRD). One reason is probably that the POs perceive it unnecessary, their reasoning being, that they will continue to assist wherever necessary also afterwards. They are permanently in the area and in most cases they do the emergency assistance in the usual area of operation and target groups are often the same as for the other activities. The idea should perhaps be better explained.*

Reaction: EA will be stronger linked with area/people group, targeted by other programmes. In the request for EA it will be asked how EA is linked with structural programmes of the PO.

Efficiency

1.4.1.3 *As relief situations demand generally very quick action, a separate assessment format with minimum information requirements could be developed, including a planning of further information (and schedule) to be provided by the PO.*
Reaction: This recommendation will be implemented in 2008 by developing a new format for EA requests (relief).

1.4.1.4 *For rehabilitation and prevention/preparedness proposals the existing format can be maintained. The assessment procedure in W&D is clear and differentiates rightly between general conditions and organisational and substance aspects of proposals. The format could be improved to some extent:*

a. *The criteria for effectiveness and efficiency should be mentioned and analysed separately, which also allows the PO and W&D to build in differentiated checks and conditions if need be.*

Reaction: The assessment criteria currently are being revised. In the new set of criteria effectiveness and efficiency are analysed separately.

b. *Include an explicit confirmation and explanation by the PO concerning its organisational capacity for the particular emergency project (track record, staff available, steering/directing, monitoring, timeliness, risks/dealing with external constraints.*

Reaction: the organisational capacity of PO's for particular EA projects will be assessed separately (see 1.2.1). After shared conclusion on this assessment PO's can refer to this, and add extra info on its capacity (in case not covered by the assessment or because of recent changes).

1.4.1.5 *PO's can give more and special attention to the preparation of good proposals. If needed, they should give priority to developing their capacity (specialist staff, courses), like some POs have done already. In the end good project planning- the capacity to manage the whole cycle for that matter- has to be an intrinsic feature of all POs, as it serves to make their activities successful and possibilities to secure assistance. W&D can give assistance to the POs in the framework of organisational development, if needed.*
Reaction: Some project proposals are indeed very minimal, sometimes because of time pressure, but some basic information should standard be included (new format, see 1.4.1.3). The importance of (further) Capacity development is covered under 1.2.1 and 1.3.4.

Relevance

1.4.1.6 *Whether all groups that are "affected by an emergency" are also "the poorest and vulnerable groups" in the particular context is not evident. A choice has to be made to what extent emergency projects should give priority to either one of these criteria. When an activity starts, the categories should be defined for that particular situation as soon as possible*
Reaction: in emergency situations often people (who were before rich or poor) are in the same vulnerable situation. The principle applies that EA is given to those people that are not able to sustain themselves without external help and in that sense are very vulnerable. The indication 'most vulnerable' is given priority over 'the poorest'. This criterion of 'vulnerability' will be included in the 'selection of target group' in the (new) format for EA requests.

1.4.1.7 *Although mentioned in quite a few proposals more details are required on:*
- *the profile(s) of the target group*
- *the way in which activities are organised and coordinated.*
- *the way in which stakeholder involvement and coordination takes place.*
- *the risk of increased dependency (of the target group as part of the discussion on empowerment.*

These aspects can then be assessed and later on checked.
Reaction: more details on the mentioned subjects is indeed important and therefore will be included in the new format for EA requests.

1.4.1.8 Sustainability and participation are essential to be described and assessed, especially for rehabilitation projects and preparedness and prevention efforts. For relief activities these two aspects are less important and could be left out in the proposal format.

Reaction: we agree and will apply this point.

1.4.1.9 The Emergency Relief and Rehabilitation programme does not mainstream gender. None of the agreements in the sample are also gender differentiated. A more specific attention could be paid to the aspect (criterion) of access of different groups, including women, to assistance whether it is relief or rehabilitation as well as the results accruing from it.

Reaction: The criterion 'most vulnerable' should in most cases cover also the aspect of gender, as women often belong to the 'most vulnerable'. But the gender aspect will get more explicit attention in the assessment of requests.

Quality

1.4.1.10 The quality aspects mentioned above should be an integral part of the way in which POs approach situations and of setting up development and emergency assistance activities. More in particular these aspects should be an integral part of "good" planning by the POs. In quite a few cases more time and effort should be given to all these aspects by the POs. "Good planning" is therefore a separate criterion to include in the preliminary verification of the PO's organisational capacity.

Reaction: This aspect will be included in the verification of organisational capacity (see also 1.3.1).

1.4.2 W&D – financing

Efficiency

1.4.2.1 A related financial and narrative reporting should be requested from the POs. The POs themselves should do the full progress analysis by comparing the financial and physical progress as part of their own project management as well.

Reaction: This recommendation is applicable not only to EA projects, but to all types of projects. Currently this full progress analysis is not required (although some partners may practice it), but a better linking of financial and physical progress will be part of new reporting formats to be introduced in 2008 – 2009.

1.4.3 W&D - feedback systems

Efficiency

1.4.3.1 The progress reporting of the POs can be improved considerably and without adding to bureaucracy through:

- *better and more systematised directions including the direction to analyse physical and financial progress in combination, and done in first instance already by the PO;*
- *more capacity in the POs to prepare the reports and to maintain the physical- as well as the financial information base and eventually to develop their information systems better;*
- *the hiring of temporary extra capacity, if need be externally.*

Reaction: for better linking of financial and progress report, see 1.4.2.1; capacity development on this point will be included in capacity assessment and needed follow-up (see also 1.3.1).

1.4.3.2 Systematic data collection during visits falls short, except for such aspects as the analysis of the accounts and division of responsibilities. Visits/reports can be improved in that respect, if well prepared beforehand and in order to increase their value for management information. Themes to emphasize during field visits could be pre-established, like it has been done for the five-yearly financial visits. Elements to

include: an update of the actual situation (it would reflect to what extent the PO information is up-to-date and checks the achievements according to the last reports), random checks of activities realised or of a selection of the target group, zooming in on specific aspects both at the level of the target group- e.g. gender differentiation, specific attention for e.g. the way of working of the PO or the actual application of key procedures like tendering for works, supplies and services. POs could also proactively invite W&D to be present when systematic data collection is done by them.

Reaction: Working visits of W&D do have a checking function (implementation as agreed; random checks of activities) as well as a learning function (to see and learn from reality 'on the ground'; exchange of ideas). The balance between the two functions is not always easy. A general point of attention, which has been taken up already by W&D, is that preparation of working visits should be more thorough. To be more focussed working visits will also get a more thematic approach.

1.4.3.3 *The need for winding up a particular activity and to look back on implementation and achievements, in order to learn, is important and so a final report should be made by the POs and discussed with W&D (during works visits for example) for all important activities and in combination with the end memo*[1]*.*

Reaction: So far W&D does not differentiate much between the 50% progress report and the 100% one. To emphasize more the evaluating aspect at the end of the project period, W&D will revise its reporting format on this point.

1.4.3.4 *The value of the end memos could be increased if they would be used for the formal closure of the agreement. Drawn up by W&D en verified by the PO, and then co-signing them, would formalise the discharge of the parties to the agreement.*

Reaction: Currently W&D is in the process of formalizing the end memo. Besides its function as an internal document, it will also be sent to partners (after discussion in the programme meeting). With a formal reaction of the partner the project can be closed formally. In case the end memo contains critical issues which need to be discussed between the partner and W&D, the end memo will be used during working visit, when it will be finalized. We see a written (formal) reaction as sufficient to close off a project. End memo's do not need co-signing.

1.5 Implementation by the partners

Efficiency

1.5.1 *A more realistic time-planning, depending on the technical requirements and the usual constraints of a particular project is needed. Especially for rehabilitation-construction projects, it should be possible to make agreements of a longer duration (for over one year).*

Reaction: In the assessment of an EA request/proposal the issue of 'realistic time-planning' will be taken more serious, seen in the light of EA capacity of the partner as well as in the light of external constraints. We do not see a problem to make rehabilitation agreements with a project period of over one year

1.5.2 *POs report quite some "constraints" that delay the implementation. Most factors that are labelled by POs as "external constraints", - thus considered beyond the direct influence of the project management- , are in fact the most normal things that would happen in almost any emergency. POs that have a (better) experience will be able to deal with it although it demands enormous creativity and flexibility. These "assets" should therefore be part of organisational capacity of POs, which is already assessed beforehand. Knowing the external factors that will occur, they should already and better be taken into account while planning. In the assessment of proposals "external*

[1] The final report is however not to be confused with an (ex post and often external) evaluation in which the effects and impacts etc. get more attention.

factors" should get more specific attention, posing the question how the PO management will deal with it.

Reaction: 'capacity to deal with external constraints', will be included in the organisational assessment (see 1.2.1 a.o). In the project assessment this point will be included (see also 1.5.1).

1.5.3 *The standard agreement should be explicit on how certain risks will be dealt with if materialising: price increases, necessary adjustments in the approach or activities, extensions, budget changes.*

Reaction: This issue will be included in the revision of the current project proposal and agreement.

1.5.4 *Although POs have their own responsibilities in cases of making adjustments, they should be reported upon / discussed beforehand with W&D especially if such adjustments have financial implications and/or imply a change in strategy. W&D could be more adamant/ less flexible in this respect.*

Reaction: In case of a change of strategy, with clear financial implication, partners should inform W&D and discuss this with W&D staff. In the agreements it will be formalized by including a statement on this issue.

Quality

1.5.5 *Constant awareness and an open discussion is needed as well as clear communication concerning the way the religious identity is maintained. A much nuanced, case-by-case approach and close management of this aspect is necessary both at the level of POs and W&D.*

Reaction: the way religious identity plays a role in the implementation of EA projects differs much between partners and contexts. A case-by-case approach is therefore indeed recommendable. Reflection on this point and open discussion is done in regional conferences as well as in individual partner visits.

1.5.6 *At PO level, the internal organisational set up, collaboration with other organisation, procedures and activities of monitoring and verification in the field etc. would have to be analysed in more detail, if a complete picture is to be provided on the implementation process. Such information was not easily distilled and/or systematised on the basis of available information.The directions on progress reports as well as the terms of references of evaluations per project should include this aspect explicitly, so that more information will become available.*

Reaction: The mentioned points to be analysed will be (partly) included in the organisational analysis (organisational set up, M&E), see 1.2.1 a.o., and be part of new EA proposal format (collaboration with others), see also 1.4.1.6 and 1.4.1.7. They will also be included in TOR of evaluations.

1.5.7 *Over-spending as well as other situations occurring at the level of the POs may be detrimental to their financial position and functioning. As quite a few of such possibilities exist, the tendency may be to have a better "on-line"[2] view of the financial position and operations of the POs, especially those financed largely by W&D. This could easily be seen as an infringement of the autonomous status of POs. At the same time it is logical as also W&D can not take too many risks. POs themselves have an interest to provide the necessary transparency in this regard.*

Reaction: W&D sees a financial risk analysis as a shared responsibility, which belongs to sound partnership. It is done in general by the department of Finance and Control (financial visits and analysis of annual financial reports of PO's), but also includes other W&D staff in case of larger and complex projects.

[2] The required annual financial report may not be sufficient for this.

1.6 Results at individual project level

Efficiency

1.6.1 *In line with the decision already taken by W&D, more evaluations of emergency assistance projects should be done to get insight in the extent to which the evaluation criteria are met. These evaluations can be done through self- and co-evaluations which have a large value for learning as they are participative. They should be combined with systematic measurements (if needed, done by external teams) in order to provide data. A PO could decide to have its emergency projects evaluated in combination with a part of its other projects in order to feed into their overall organisational learning.*

Reaction: The recommendation is already part of current practice of W&D en PO's.

1.6.2 *As part of the evaluations, for relief projects spot checks of target groups and looking into major aspects of the implementation process would mostly do. For rehabilitation projects the broad spectrum of aspects and criteria should be looked into, including also the organisational structure and implementation processes.*

Reaction: This recommendation will be applied in upcoming EA evaluations.

1.6.3 *It struck also that in evaluation reports little or no attention is paid to the efficiency of the implementation (e.g. proper procedures, management qualities, etc) and the cost-effectiveness of the intervention (have the most cost-effective alternatives been employed, were the cost reasonable?). POs should explicitly analyse efficiency as part of their feedback into learning from experiences. This has to be specified in the Terms of reference for the evaluation.*

Reaction: This recommendation will be applied in upcoming EA evaluations.

1.7 Strategic points

1.7.1 In its management of the financing of emergency projects W&D has shown some very strong points a.o.:

a. *The good collaboration and direct communication between the different sections harmonising fundraising-financing decision taking and the request of the POs.*
b. *The fast decision making and execution oriented attitude, without running too many risks.*
c. *The choice to work through POs, by which the longstanding relationship provides mutual assurances for good and long term collaboration.*

These strong points, which form the basis of the success of the programme, should be maintained.

Reaction: These points will indeed be maintained.

1.7.2 W&D has always financed emergency assistance, but the place and importance may have to be reviewed (again) in the coming years. There are factors that plead for continuation and others that oblige to think about alternatives, especially in terms of intensified collaboration with and implementation through other INGOs:

a. *Factors in favour of continuation a.o.:*
    i. *W&D has built up an image towards the POs that it is willing and able to assist in projects that are very important to the POs and for the people struck by a disaster.*
    ii. *POs can not but respond to request because they come from their target groups or from people and organisations in their direct environment.*
    iii. *Activities have proven to be effective.*
    iv. *Both W&D and POs have experienced that relatively many new supporters come in through emergency programmes, who then are*

relatively more willing to bind themselves to the organisation and therefore to obtain continued support;

b. *Factors favouring change a.o.:*
   i. *Wood en Daad profiles itself as a structural development organisation first and foremost.*
   ii. *The relative importance of the programme has decreased over the last years.*
   iii. *Other (I)NGOs are better placed to do this type of assistance as they are specialised in some types of assistance and cover a wider range of emergency situations.*
   iv. *There is already quite some collaboration in fundraising, and financing is also partly done through INGOs, that implement activities.*

Reaction: "favouring change" and 'thinking about alternatives" get priority in the (new) policy of W&D on EA. W&D will continue to support EA of partners, to be handled by W&D Basic Needs programme officers and considered as a "facility" (1.2.2). However (more than before) this type of EA should have a close link with other programmes and the target group (1.2.3.a/d; 1.4.1.2). For larger (and more complex) EA and EA not directly linked to structural programmes, W&D will look into closer collaboration with specialised (I)NGO's (1.3.3)

1.7.3 The emergency assistance provided by W&D consists of the financing of activities of the POs. W&D does recognise the POs own responsibility and autonomy in decision making and POs claim that position as well. In order to increase effectiveness and efficiency POs ask for assistance in the development of their organisations in general. POs indicate themselves the need for continued improvement ("professionalism") in the overall running and management of their organisations as well as the positioning and execution of their emergency activities. Within W&D the Capacity Building section could coordinate all efforts in view of the facilitation of organisational development. The status may be increased to that of a programme but to consider it being a facility would also provide clarity. The objective could be to help partner organisations to be financially sound, able to generate funding from different sources, well managed and to become more independent.

Reaction: This recommendation to give Capacity Building a more pronounced role within W&D is being followed up. As Civil Society Strengthening is one of the major goals of W&D, this goal is particularly linked to organisational and institutional development of partners. To make this (more) operational a capacity assessment strategy and tool are in development, in which capacity assessment for EA will be included, resulting in recommendations to make strategic choices and to decide in which area's (further) capacity development is needed (1.2.1, 1.2.3.c, 1.3.1, 1.3.4, 1.4.1.5, 1.5.2).

1.7.4 Overall the character of the emergency programme is one of rather ad hoc projects. Relief is by definition short term and ad hoc. Although the volume (amounts per activity) is generally small, the relative importance for the POs is big and therefore this type of activities should remain part of the package. Its present status of emergency assistance being a "programme" may be changed to that of being a "facility" that can be used as and when situations require a reaction and both POs and support groups want to do something.

Reaction; We agree, as this in line with our reaction on 1.7.2.

1.7.5 *Generally speaking W&D has a sufficient policy framework and procedures for financing emergency assistance activities of POs, although some improvements can be made. POs appear to be largely performing; they do what they agreed to do (activities, outputs) and generally within the budgets provided.*
The present context demands increased transparency and accountability. Growing numbers of POs as well as budgets demand a more "businesslike" approach[3]. Margins to take risks are minimal as public opinion is closely watching. In that respect W&D does not have sufficient assurances as financier. The very "personalised" relationships that exist up till now may no longer be sufficient a basis to provide for checks and balances to bridge the gap.

A "formalistic" approach on the part of W&D (in the end sanctioning by withholding financing, stopping payment of instalments, ending partnerships a.o.) would not fit the way in which the partnerships have been shaped. This is also not necessary as most POs do realise that it is their prime interest to have a better information base throughout the project cycle in view of their own management and the need to provide good information to organisations they work with in development cooperation.

W&D can facilitate the needed organisational improvements at PO level in the framework of organisational development in order to have:

c. *Better proposals, based on a better planning and showing what and how major principles and criteria apply;*
d. *Better and timely reporting of financial and physical progress, based on improved monitoring at PO level;*
e. *Better learning from monitoring, final reporting and (end) evaluations, by identifying strong and weak points of its implementation processes, and by measuring the effects and impacts more systematically;*

Reaction: Most of this recommendation is covered under 1.7.3 (facilitation of needed organisational improvements at PO level) and 1.7.2 (closer link to Basic Needs programme for prevention and preparedness and for follow-up).

A 'better information base' on the side of the partners and more 'objectivity' in the assessment process, while safeguarding a 'business like' approach , require adjusted formats and procedures for EA proposals and reporting (distinguishing between relief and rehabilitation). The following elements (mentioned under other recommendations) will be included in the adjustment of current formats and procedures (to be finalized in 2008):
- format with minimum information requirements for quick relief action (1.4.1.3)

- reference to organisational capacity for EA (1.4.1.4.b)
- more info on/reference to organisational set-up, collaboration with other, M&E etc (1.5.6)

- more details on target group, stakeholders and other issues (1.4.1.7)
- add and describe criterion 'vulnerability' (1.4.1.6)
- more attention to gender aspects (1.4.1.9)
- better explanation on link of target group/area and EA with other programmes (1.4.1.2)

- more clarity on expected effects (1.4.1.1)
- effectiveness and efficiency should be distinguished (1.4.1.4.a)

[3] Which is not the same as a more bureaucratic approach

- more description/analysis of sustainability and participation for rehabilitation projects (1.4.1.8)
- management of 'external factors/constraints' (1.5.2)
- more explicit on how to deal with risks (price increases e.o) (1.5.3)
- realistic time planning (1.5.1)
- information obligation in case of strategy change (1.5.4)

- linkage of narrative and financial progress reports and better analysis (1.4.2.1, 1,4,3,1, 1.4.3.3)
- use of end memo in closing off the agreement (1.4.3.4)

1.7.6 The rehabilitation projects are generally producing the planned outputs. These projects have in principle more potential for linkages and working on prevention and preparedness. These elements as well as the search for follow up through structural development activities are underrepresented in many projects and should therefore get more and explicit attention. If emergency assistance (relief and reconstruction) would be a facility preparedness and prevention could become part of a structural programme and for example be included under basic needs.

Reaction:

As EA will become a facility of Basic Needs programme (see 1.2.2) there will be a stronger linkage with structural development activities and follow-up will get better attention.

End of Woord en Daad's reaction to the recommendations of the evaluation

Authors Preface

The Foundation Woord en Daad (Word and Deed) is a Dutch, Protestant Christian inter-church organization, working in international development and based in Gorinchem in the Netherlands. Woord en Daad has four programmes: Basic Needs, Education, Job and Income, and Emergency Relief and Rehabilitation.

The evaluation policy of Woord en Daad was formulated in 2006, and includes the implementation of programme evaluations. It's Emergency Relief and Rehabilitation programme was chosen to be the object of the first programme evaluation that would be undertaken in 2007.

The evaluation comprised a first-phase desk study collecting general information, especially on the level of financing agreements and projects carried out by different Partner Organisations. During a second phase a number of interviews/discussions and further research and analysis of existing information provided additional information about the Partner Organisations and their performance as well as the policy and the role of Woord en Daad in programme implementation and monitoring. The results of both phases have been included in this report.

An important function of the study is to contribute to the learning process in Woord en Daad. In the evaluation report due attention is paid to achievements and processes in Woord en Daad at programme level. The evaluation process is described in a separate note[4] for feedback in the evaluation policy of Woord en Daad.

[4] Internal note "MEMO over het proces van de programma-evaluatie noodhulp", 05-11-2007

1. Summary, conclusions and recommendations

1.1. The evaluation of the emergency assistance programme of Woord en Daad

Context:
The Foundation Woord en Daad is a Dutch, Protestant Christian inter-church organisation working in international development. Woord en Daad finances its so-called Partner Organisation (POs) that execute the activities. Activities are in the domains of Education, Work and Income, Basic Needs and Emergency Relief and Reconstruction.

28 (30) Partner Organisations have a partnership agreement with Woord en Daad, while there is or has been a collaboration with more than 20 other local partners through other international Christian NGO's. For emergency assistance there are special arrangements with ZOA, Red een Kind and TEAR.

Woord en Daad wants to carry out a programme evaluation each year as part of its new evaluation and monitoring policy. The evaluation of the emergency assistance programme is the first one.

During the reference period of 2003-2006 the value (allocations) of all financing agreements concluded amounted to just over 9 M including two large projects of 2001 executed in Gujarat, India (reconstruction after an earthquake). This constitutes around 5-10 % of the annual budget budgeted for the Emergency Relief and Rehabilitation Programme. The budget is mainly used for structural development programmes: e.g. in 2006 for Education almost 48 percent, Work and Income almost 25 percent and Basic Needs 13 percent.

Evaluation process:
The evaluation has been extensively prepared by the Advice and Research section of Woord en Daad through a pre-study and the selection of existing documentation as well as the drafting of terms of reference and the organisation and programming of the evaluation phases.

During a first phase the emergency assistance programme has been reviewed through a desk study of a sample of 45 project dossiers out of the total 90 agreements that have been concluded during the reference period 2003-2006. In phase 2 interviews were held with representatives of a selection of Partner Organisation and staff of the different departments of Woord en Daad. An analysis of existing documentation like policy papers and evaluation reports completed the evaluation activities. The results of both phases are included in this report, which has been commented upon and validated after each phase and finally discussed on 2nd of November 2007.

The nature of the information base and the fact that it concerns material at the level of Woord en Daad, and not so much internal documentation of POs or analyses of the situation in the Partner Organisations (PO) or in the field, introduces a certain bias. Considering that PO reports say very little on internal PO processes a number of evaluation questions, especially concerning the efficiency at PO level, could not or only partially be answered. Likewise the information on the outcomes of projects implemented is scant in evaluation reports and progress or final report. The evaluation can thus be less conclusive on relevance of the projects and effectiveness and impact. For the same reasons the emphasis in the report is on the policy and implementation by Woord en Daad.

This evaluation is also meant to provide Woord en Daad with more experience with this type of evaluation; the process itself is evaluated separately.

The programme evaluation was carried out by and Drs W. Flikkema (1st phase) and the 2nd phase by Drs J. Fokkema/COMMON, who is also responsible for the final report. Guidance came from the Advice and Research/evaluation unit and the external referent Dr. B. van de Putte.

Below key-data on the programme are summarised, as well as the major conclusions and recommendations. In a final paragraph some strategic choices for Woord en Daad and its Partner Organisations are summarised. These points have been preliminarily discussed on the 2nd of November with staff and management of Woord en Daad.

1.2. The emergency assistance policy and programming by Woord en Daad

Efficiency:

Conclusions:

- Policy development gets a lot and continuous attention over the last years in Woord en Daad. Woord en Daad has a clear and well elaborated general policy framework reflected in different policy documents: multi annual plan, annual plan, project manual, vision papers a.o.
- The emergency programme policy has been worked out in many respects, giving a broad and good guidance to the choice of activities, target groups, procedures to follow, and the place of programme implementation in the organisation. Likewise, the choice to work through partners and to collaborate with other International NGO's in the emergency assistance cluster is clearly outlined in the policy;
- The emergency assistance is a "programme". This status is an indication of its importance. Compared to the Woord en Daad structural development programmes, the relative importance of the emergency programme is diminishing in terms of ambition: a.o. stabilised or diminishing budget, profiling of Woord en Daad as a structural development organisation;
- There is a clear set of general criteria and quality requirements as well as procedures outlined in the project manual, which is applicable to all programmes. These fit the identification-formulation and financing decision making, including the assessment of proposals, for especially rehabilitation and development, preparedness or prevention activities. For relief activities some special arrangements have been made, that make financing decision-making flexible and timely, while financial risks are minimised.
- Minimum implementation capacity is reserved in the proper section (Projects and Programmes) of the Woord en Daad organisation, respecting the general maximum level of overhead costs;
- The division of tasks with other sections, notably Administration and Finance and Fundraising/Communication is in line with the general internal organisational structure of Woord en Daad. As lines in the organisation are very short, coordination and communication are easy and considered a strong point of the internal organisation and culture;
- The programme is bi-monthly monitored against annual targets and policy objectives;

Recommendations:

- The relation of Emergency Assistance with the Capacity Building section, both in terms of programme content and its organisational position and responsibilities may have to be redefined in view of a coordinated approach and supporting the broad organisational development of the POs;
- Considering the present position of emergency assistance, its relative decrease in budgetary terms but the continued importance to facilitate requests from POs and to answer to the support groups, the emergency assistance might be considered a "facility" rather than a programme.

Relevance:

Conclusions:

- At programme policy level there is a clear delineation of the target groups- the poorest and most vulnerable people also in emergency situations-, as well as intervention areas. Interventions should preferably be in areas where POs are working. However, through

collaboration with international NGOs the coverage of emergency situations and countries is increased. The definition of target groups is as such not conflicting with SPHERE-principles and the Code of Conduct;

Recommendation:
- The programme policy can be better and more elaborated as to its logic and contents:
    - A link with the overall objective of "People are able to live according to basic human standards" can be made explicit as well as emergency relief and rehabilitation being necessary conditions for any structural development and therefore poverty alleviation. These links, together with the elements of the Woord en Daad vision to show compassion and solidarity, would better explain why Woord en Daad enters into financing emergency activities, apart from practical reasons to do so;
    - Given its role of financier of emergency activities that are done by others, it is more logical for Woord en Daad to formulate programme objectives and activities from the point of view of programme management (technical, content wise, financing). Organisational development activities directed at POs would better be part of such crosscutting activities for all programmes and thus be part of the Capacity Building activities and objectives of that programme;
    - At programme policy level the suggestion is that Woord en Daad and its POs could play a role in all types of emergency situations and all aspects of emergency assistance: relief, rehabilitation, prevention and preparedness. Given practice, capabilities and the specific position and coverage of POs, limitations could be discussed/what would better be left up to others;
    - The moment and extent to which linkages are made with structural development assistance (through other Woord en Daad programmes or by others) could be made explicit as well as whose responsibility this would be.

1.3. Woord en Daad- Partner organisations and collaboration

Efficiency/effectiveness:
Conclusions:
- The choice of Woord en Daad not to implement by itself but to finance activities of partners is a very clear one and is consistently taken up. The choice of partners is based on clear criteria.
- Organisational capacity for emergency activities is not a specific criterion in choosing an organisation;
- The (preliminary and ongoing) verification of organisational capacity of POs focuses on the financial and administrative aspects of management. It has produced good results and has minimised the risk of financial loss and improved financial management. The regular five-year financial- and annual (work) visits are good instruments. Sufficient information on finance and administration is acquired and it induces necessary changes in the organisations and for those aspects, mainly through dialogue and sometimes through punctual support (e.g. computer programming specialist);

- Organisational capacity for emergency activities is not a criterion to finance smaller, low- cost emergency assistance activities. The most determinant criterion is whether the partner has given proof of a reasonable good financial management and implementation of structural development activities financed by Woord en Daad, therefore a good track record. For larger, higher cost emergency assistance activities of POs some specific capacity criteria are used, of which the track record of having done other and bigger emergency projects (recently- last two years) is the most important one.

- Operational collaboration in emergency situations with a variety of other Christian NGOs is in principle a choice for more efficiency and gives Woord en Daad the possibility to finance activities in non-Woord en Daad countries (larger coverage).

Recommendations:

- Preliminary verification of organisational capacity for emergency assistance should be done and could in addition to such criteria as a general track record include a.o.:
    - Specific technical know how needed in case of emergency (depending on the types of emergency activities)
    - Logistical capacities, to mobilise quickly
    - Networks with other organisations
    - The image of the organisation

  This verification done (and regularly updated) the decision to finance a proposal can then be taken faster.
- The joint efforts in fundraising through the collaboration of 4 Dutch Christian NGOs is a practical solution and produces good results in terms of funds coming in, while the organisations retain their individual responsibilities for the use of funds. The perspective could be to jointly cover the risks in case the financial allocations are not covered after all.
- The ZOA-Woord en Daad collaboration is a good effort to make use of the specialist knowledge of ZOA in emergency assistance and its presence in (many) countries as well as the Woord en Daad need to finance emergency assistance in situations where it has no partner (yet). To what extent past experiences have achieved this has not been analysed during this evaluation; an in-depth review could be done in a joint effort of the parties concerned. The perspective of the collaboration with ZOA could be interesting when it is discussed in the light of a more complete joint operation, for example one in which Woord en Daad specialises in structural development and ZOA in emergency assistance, also and explicitly using existing Woord en Daad PO-capacity.

<u>Effectiveness</u>:
Conclusion:
- The combination of Woord en Daad of working through POs, the policy to start working in new areas and with new POs, and the collaboration with and through international NGOs has increased the coverage and possibilities to respond to a wide variety of emergencies in different continents. It has also made it possible to make use of the funds that were spontaneously raised.

<u>Relevance:</u>
Conclusions:

- In its approach of POs, the organisational capacity building gets attention in various ways. Woord en Daad initiated various capacity building trajectories, which all have their individual value.

Recommendations:

- The focus of capacity building should be more on overall organisational development of POs. Organisational development would include specific capacities and conditions to do emergency activities, especially for POs that want to specialise and that have the ambition to do more and bigger projects in different areas. A survey of the ideas can be undertaken to complete the concrete suggestions of PO's, a.o. :
    - to prepare organisations better in their planning for emergencies and in particular how to reserve financially for it, as well as logistically and mobilise the human resources;

- idem, to have a look at the place of activities on disaster prevention and/or preparedness in their particular activity package; now most of the organisations do relief or rehabilitation only;
- practical knowledge on how to handle different types of emergencies;
- to assist in finding other partners in case of an emergency and structure relationships and collaboration with them;
- general knowledge on emergency assistance and organisation;
- build up evaluation capacity (attitude, knowledge, means);
- in general, how to become a (more) professional organisation.

Quality:
Conclusion:

- The relationship with partners is based on a principled approach of partnership, recognition of independence of the partner and non-interference in their organisation. Actual experience of POs confirms that Woord en Daad is respecting these principles and a working attitude that goes along with it.

1.4. Woord en Daad implementation

1.4.4 Preparation of interventions: identification, formulation and assessment

Effectiveness
Conclusions:

- The assessment done by Woord en Daad takes into account a large number of criteria which in principle assess both organisational and substance or content matters. Combined with the intermittent dialogue between Woord en Daad en the POs it gives reasonable possibilities to steer the identification and formulation of activities by the POs;
- Across the board, most criteria like empowerment or participation appear not to have been too strictly elaborated in the proposals forwarded by the POs. This means, that the basis for the assessment was sometimes weak. Nevertheless the assessments would be scored. Mostly also, the assessment would still be positive. Sometimes there would be some conditions and remarks on matters to be taken into account during later stages.

Recommendations:

- The expected effects of the proposed emergency assistance activities is generally rather self-evident, but could nevertheless be better explained in some cases. POs have an interest themselves to provide clarity in this respect as it is the basis on which also fundraising takes place;
- Most proposals and the agreements do not explicit linkages between the activity and relief, rehabilitation or development activities in the same project or linkages with other projects (LRRD). One reason is probably that the POs perceive it unnecessary, their reasoning being, that they will continue to assist wherever necessary also afterwards. They are permanently in the area and in most cases they do the emergency assistance in the usual area of operation and target groups are often the same as for the other activities. The idea should perhaps be better explained.

Efficiency
Conclusions:

- The process of initiating a request is very straightforward. Woord en Daad is sometimes pro-active. More often the POs take the initiative as and when they are confronted with a particular situation. They know quickly whether and to what extent possibilities for financing of relief or rehabilitation exist, as the two parties know

each other and also the procedure to follow. The time taken between the disaster occurring and the actual proposition is reasonable.
- The Project Manual gives a clear format for proposals and enumerates criteria to be given attention like the target group profile, vulnerability, needs assessment, empowerment, participation, efficiency, effectiveness, gender, stakeholders, linkages, coordination. The format applies to all requests for financing. In practice however very few proposals are received that cover all aspects or criteria. The criteria are not operationalised and/or only partially or just not given attention.
- Most proposals do not include the necessary information to allow a proper assessment of efficiency. POs explain little or nothing on how the project will be implemented, the procurement procedures that will be used and indicators for the process, the detailed cost estimate, exceptions notwithstanding. Efficiency is then indirectly and rather implicitly established by Woord en Daad based on the general track record and knowledge of the performance of the organisation;
- Generally the Woord en Daad attitude during the assessment has been to proceed to decision taking and a positive approach of both the situation and the POs stand. There does not seem to be a large (financial) risk, the justification on the part of Woord en Daad being that most projects are largely executed as planned and/or hardly any project did not materialise after all, and they are also financially within bounds;

Recommendations:
- As relief situations demand generally very quick action, a separate assessment format with minimum information requirements could be developed, including a planning of further information (and schedule) to be provided by the PO.
- For rehabilitation and prevention/preparedness proposals the existing format can be maintained. The assessment procedure in Woord en Daad is clear and differentiates rightly between general conditions and organisational and substance aspects of proposals. The format could be improved to some extent:
    - The criteria for effectiveness and efficiency should be mentioned and analysed separately, which also allows the PO and Woord en Daad to build in differentiated checks and conditions if need be.
    - Include an explicit confirmation and explanation by the PO concerning its organisational capacity for the particular emergency project (track record, staff available, steering/directing, monitoring, timeliness, risks/dealing with external constraints etc.).
- POs can give more and special attention to the preparation of good proposals. If needed, they should give priority to developing their capacity (specialist staff, courses), like some POs have done already. In the end good project planning- the capacity to manage the whole cycle for that matter- has to be an intrinsic feature of all POs, as it serves to make their activities successful and possibilities to secure assistance. Woord en Daad can give assistance to the POs in the framework of organisational development, if needed.

<u>Relevance</u>
Conclusions:
- Proposals over the reference period show that the interventions are indeed intended for only the poorest of the poor. The intended target groups are in general terms well demarcated, because they are all communities or populations which have been affected by disasters. In most cases only a smaller section of affected people are targeted, sometimes restricted to families that are targeted also by the structural programmes of the POs. Likewise specific attention is paid to vulnerable groups in many proposals;
- The needs assessments are apparently done in many cases, prior to preparing the proposal, but are not or only briefly described in the proposals.

Recommendations:

- Whether all groups that are “affected by an emergency” are also “the poorest and vulnerable groups” in the particular context is not evident. A choice has to be made to what extent emergency projects should give priority to either one of these criteria. When an activity starts, the categories should be defined for that particular situation as soon as possible.
- Although mentioned in quite a few proposals more details are required on:
    - the profile(s) of the target group
    - the way in which activities are organised and coordinated.
    - the way in which stakeholder involvement and coordination takes place.
    - the risk of increased dependency (of the target group as part of the discussion on empowerment.

  These aspects can then be assessed and later on checked.
- Sustainability and participation are essential to be described and assessed, especially for rehabilitation projects and preparedness and prevention efforts. For relief activities these two aspects are less important and could be left out in the proposal format.
- The Emergency Relief and Rehabilitation programme does not mainstream gender. None of the agreements in the sample are also gender differentiated. A more specific attention could be paid to the aspect (criterion) of access of different groups, including women, to assistance whether it is relief or rehabilitation as well as the results accruing from it.

Quality

Recommendation:

- The quality aspects mentioned above should be an integral part of the way in which POs approach situations and of setting up development and emergency assistance activities. More in particular these aspects should be an integral part of “good” planning by the POs. In quite a few cases more time and effort should be given to all these aspects by the POs. “Good planning” is therefore a separate criterion to include in the preliminary verification of the PO’s organisational capacity.

1.4.5 Woord en Daad - financing

Efficiency

Conclusions:

- The time taken by POs to forward proposals is short, e.g. 8 out of 13 proposals in the sample were forwarded within 5 days from the occurrence of the disaster, and the others took not so much longer.
- Rehabilitation proposals present a more varied picture as elaboration of technical proposals takes more time or it may concern follow-up projects after a first phase. Thus 5 out of 18 were forwarded in less than 3 months, 7 proposals took between 3 and 9 months. Cases that took the longest were follow-up proposals after a first phase of either relief or rehabilitation.
- Woord en Daad advises and decides (very) quickly on the relief projects. One reason is that approval for small projects can be given by the staff. As such projects have been identified and forwarded by the POs also very quickly, the total time between the occurrence of the disaster and approval is short;
- For many rehabilitation projects the time taken to take a financing decision is short as well, less than a month in 9 cases out of 23 and between >1 till 3 months for another 8. Only in a few cases (2) the time period is much longer where proposals need to be elaborated more, or finance is yet to be found.

- The financing agreements include the most necessary elements to make a results based monitoring by Woord en Daad possible: goal, target group, results and indicators, main activities, follow up after the project and specific comments/conditions;
- The annexes to the agreement give directions as to reporting requirements and conditions for the payments to the PO. The directions given vary considerably from one agreement to the other. As physical and financial progress are separately reported upon, and financial data are not required to be included in the progress reports, a full and critical analysis of progress is not requested from the PO. Woord en Daad is to establish that itself up till now.
- Very few proposals are (after all) rejected. One reason is that there has been communication beforehand on the possibilities. POs know what the possibilities are. This is one of the advantages of being permanent partners. Another reason is that POs introduce proposals that are more or less similar to the ones before.
- Fundraising policy and activities in Woord en Daad are well developed and diversified for emergency situations. Variables taken into account are the magnitude of the disaster, the publicity, the possibilities to identify sponsors and the different ways of approaching potential supporters.
- Small emergencies are often more difficult to finance as there is little or no publicity. At the other extreme are the large disasters like the tsunami which attract long-time publicity and spontaneous reactions from people. A case-by-case approach of fundraising has proven to be essential.
- External organisational support provided through Wood en Daad was only once provided (in the projects included in the sample); the implementing capacity of the POs is apparently considered sufficient and/or extra capacity can be hired as part of the project costs.
- There is a very good (internal) coordination between the different Woord en Daad sections concerned, in order to harmonise the budgets needed with the possibilities of finding the financial resources and the allocations agreed upon. The need to cover allocations for relief situations from the general reserve, if not enough funds would come in, could be minimised in this way. For rehabilitation projects the amounts available through fundraising are leading;
- In the reference period 2003-2006, total expenditure/allocation on Emergency Relief and Rehabilitation amounted to € 9.134 million in 4 years, and therefore on the

average even more than 2 M per year. However, the year 2005 stands out, when just over € 5 million was allocated. To a large extent this concerned assistance following the Tsunami disaster of December 2004. Expenditure/allocation in the other years ranged from € 0.7 - € 1.9 million. In the reference period, € 1.4 million was spent in Africa, € 6.9 in Asia, and € 0.7 in Central and South America. Again, this distribution, with a large focus on Asia, is due to the Tsunami disaster;
- Relief projects demand generally small amounts and do not exceed .5 M euros. Rehabilitation projects can be small but are on the average larger than relief projects and include sometimes big projects up to over 1. M, involving large investments.

Recommendations:
- A related financial and narrative reporting should be requested from the POs. The POs themselves should do the full progress analysis by comparing the financial and physical progress as part of their own project management as well.

Quality
Conclusions:
- Emergency projects, by their nature and if well implemented and communicated, can draw a lot of positive attention. This is a good basis for Woord en Daad and the POs to bind supporters to them also in the long run. Therefore the emergency assistance and the way the programme is carried out as well as the way fundraising is done, has also a very strategic value for Woord en Daad as well as the POs.
- The attitude of Woord en Daad towards the POs is much appreciated by the POs: Woord en Daad was considered efficient, flexible, well experienced, and shows an understanding of the local context.

1.4.6 Woord en Daad - feedback systems

Efficiency:
Conclusions:
- Monitoring at Woord en Daad level is done through a combination of instruments. Progress reporting by the POs and regular contacts make it possible to follow the financial and physical progress to some extent during implementation, but can generally only afterwards be confirmed on the basis of field visits, analysis of the accounts and audit reports;
- The progress reporting by the POs is generally weak in many ways: little information on outcome(indicators), quality and coverage of content matters varied considerably, internal processes and the way of working are even less frequently and often only partially or not at all discussed, no or a weak analysis of progress in terms of percentages against planned targets etc.;
- The financial information provided in financial progress reports, together with audit reports and additional questions posed, make it possible for Woord en Daad to reasonably well establish the financial situation and thus provide the basis for the payment of instalments. Although PO reporting may be often late or not up to standards, none of the payments under agreements in the sample needed to be definitely stopped.
- Field/work visits by Woord en Daad provide a lot of information (confirmation, gaps etc.) to the people who make them. A main function is to keep in touch and so visits are important for the relationship between people in the two organisations. It is an opportunity for dialogue and advice which fits the partnership principle.
- Specific work visits to POs implementing large emergency projects have been held. These visits showed the necessity to combine the programmatic aspects with a broad look at the organisational capacity.
- Very few final reports are produced by the POs. In addition to not fulfilling formal requirements, this means that POs probably forego the opportunity of learning from

the experience and that the final situation, both the physical and financial situation, is not fully established at the end.

- Woord en Daad attaches quite some value to the annual audit in which the contribution of Woord en Daad has to appear separately. Although it is not always possible to directly relate figures reported earlier to the audited figures, experience shows that differences are generally easy to explain. Nevertheless common knowledge is also, that such audits may not always have been based on a full analysis and that deviations are not always remarked also by external accountants. Therefore the value of it is mainly a formalistic one.
- The recently introduced end-memorandum, drawn up by the Woord en Daad staff responsible for each project agreement, requires a consolidation of the whole project both financially and as to its results. The value of the memo is to have internally a basis for financial closure of the project and for its communication with the donors and/or the PO.
- The new evaluation policy of Woord en Daad is clear on the need for more and systematic evaluations to be part of POs responsibilities. The few evaluations of emergency projects done until now describe to some extent the results (effects and impact etc.) of actual implementation by the PO's; aspects that are hardly dealt with in progress and final reports of the POs. POs interviewed see the value of such evaluations for their own learning processes, and understand the reasons of the requirements of donors. They are aware of the need of improved capacity at their own level.

Recommendations:

- The progress reporting of the POs can be improved considerably and without adding to bureaucracy through:
    - better and more systematised directions including the direction to analyse physical and financial progress in combination, and done in first instance already by the PO;
    - more capacity in the POs to prepare the reports and to maintain the physical- as well as the financial information base and eventually to develop their information systems better;
    - the hiring of temporary extra capacity, if need be externally.
- Systematic data collection during visits falls short, except for such aspects as the analysis of the accounts and division of responsibilities. Visits/reports can be improved in that respect, if well prepared beforehand and in order to increase their value for management information. Themes to emphasize during field visits could be pre-established, like it has been done for the five-yearly financial visits. Elements to include: an update of the actual situation (it would reflect to what extent the PO information is up-to-date and checks the achievements according to the last reports), random checks of activities realised or of a selection of the target group, zooming in on specific aspects both at the level of the target group- e.g. gender differentiation, specific attention for e.g. the way of working of the PO or the actual application of key procedures like tendering for works, supplies and services. POs could also proactively invite Woord en Daad to be present when systematic data collection is done by them.
- The need for winding up a particular activity and to look back on implementation and achievements, in order to learn, is important and so a final report should be made by the POs and discussed with Woord en Daad (during works visits for example) for all important activities and in combination with the end memo[5].
- The value of the end memos could be increased if they would be used for the formal closure of the agreement. Drawn up by Woord en Daad en verified by the

[5] The final report is however not to be confused with an (ex post and often external) evaluation in which the effects and impacts etc. get more attention.

PO, and then co-signing them, would formalise the discharge of the parties to the agreement.

Quality:
Conclusions:

- Woord en Daad makes it an important point not to step over the dividing line between monitoring of results on the basis of reports furnished by the POs and forms of "direct control" on the use of funds/ (the recording of) the expenses made. So far field visits are accepted as an instrument to give sufficient insight without crossing that line and are thus valued by both partners;
- Risks that POs use funds completely different from what has been agreed to, are found to be limited. According to Woord en Daad this is so because the reporting and visiting system is applied hand in hand with the policy of longstanding partnerships and looking at capacities of the partners as well as a continuous dialogue.

1.5. Implementation by the partners

Effectiveness:
Conclusions:

- The project dossiers, notably the progress/final reports made by the POs or the WD Office Cards indicate that almost without exceptions the planned activities were actually done in terms of numbers of houses to be built, food packages to distribute, numbers of other constructions completed etc. So it can be concluded, that POs have been very performing in this respect.

Efficiency
Conclusions:

- Overall the expenditure per project is to a large extent in line with the total budgets/planned and agreed to amounts (82 %: slightly under spent- the exact amounts- slightly overspent).
- Within the perspective of POs having completed the activities and expenditure being in line with budgets, also payments made by Woord en Daad are justified (assuming that planning and monitoring by Woord en Daad and the POs have lead to agreements based on good planning, justifiable and realistic costing, that the execution has been in line with what was said to be done, and adequate reporting).
- Less than half of the agreements have been implemented on time or probably on time (43.75 %). The execution of more than 50 percent of the interventions was delayed compared to originally planned periods (56.25 %). In the sample none of the interventions was completed much earlier than foreseen. Relief projects were on the average lasting 2 months, rehabilitation projects 9 months. All interventions were eventually completed except one in the sample that was still ongoing.
- Adjustments as to content and approach are made frequently. As such, and assuming adjustments are justifiable, changing plans is a strong point, as projects should take into account the local and changing realities.

Recommendations:

- A more realistic time-planning, depending on the technical requirements and the usual constraints of a particular project is needed. Especially for rehabilitation-construction projects, it should be possible to make agreements of a longer duration (for over one year).
- POs report quite some "constraints" that delay the implementation. Most factors that are labelled by POs as "external constraints", - thus considered beyond the direct influence of the project management- , are in fact the most normal things that would happen in almost any emergency. POs that have a (better) experience will be able to deal with it although it demands enormous creativity and flexibility. These

"assets" should therefore be part of organisational capacity of POs, which is already assessed beforehand. Knowing the external factors that will occur, they should already and better be taken into account while planning. In the assessment of proposals "external factors" should get more specific attention, posing the question how the PO management will deal with it.
- The standard agreement should be explicit on how certain risks will be dealt with if materialising: price increases, necessary adjustments in the approach or activities, extensions, budget changes.
- Although POs have their own responsibilities in cases of making adjustments, they should be reported upon / discussed beforehand with Woord en Daad especially if such adjustments have financial implications and/or imply a change in strategy. Woord en Daad could be more adamant/ less flexible in this respect.

Relevance

Conclusions:

- The focus of POs has been on a large number and variety of natural disasters in different continents. Manmade disasters are not included in the agreements excepting a few, generally small scale interventions. Much depends of course on the occurrence of disasters but the impression is that the POs do not interfere to that extent/do not apply for funding from Woord en Daad for emergencies arising from armed conflict or political crises;
- Most project agreements in the sample are either aimed at emergency relief (18 agreements) or rehabilitation (18 agreements). Some are combinations of both rehabilitation and development.
- Prevention and preparedness projects have not been included but in some projects it is a minor component. Several (4/45) would rather be viewed as development oriented as they are more geared towards structural changes.

Quality:

Conclusions:

- The choice of activities, areas and target groups has been in line with general principles the partners agreed to as well as largely to SPHERE/code of conduct principles.
- Discussion has arisen on two smaller components being the distribution of bibles and the repair of a chapel. These and other aspects of "religious identity" may become sensitive items considering the principle of Woord en Daad not to finance religious activities and/or to conform to international standards. POs being organisations with a religious identity, often originating or placed adjacent to church organisations or having in their mission missionary activities as well, find themselves in a sensitive position, depending also on the context. Even if at organisation-level things are separated, others interpret sometimes differently or use this for their own (sometimes hidden) objectives.

Recommendations:

- Constant awareness and an open discussion is needed as well as clear communication concerning the way the religious identity is maintained. A much nuanced, case-by-case approach and close management of this aspect is necessary both at the level of POs and Woord en Daad.
- At PO level, the internal organisational set up, collaboration with other organisation, procedures and activities of monitoring and verification in the field etc. would have to be analysed in more detail, if a complete picture is to be provided on the implementation process. Such information was not easily distilled and/or systematised on the basis of available information. The directions on progress reports as well as the terms of references of evaluations per project should include this aspect explicitly, so that more information will become available.

- Over-spending as well as other situations occurring at the level of the POs may be detrimental to their financial position and functioning. As quite a few of such possibilities exist, the tendency may be to have a better "on-line"[6] view of the financial position and operations of the POs, especially those financed largely by Woord en Daad. This could easily be seen as an infringement of the autonomous status of POs. At the same time it is logical as also Woord en Daad can not take too many risks. POs themselves have an interest to provide the necessary transparency in this regard.

1.6. Results at individual project level

Effectiveness

Conclusions:

- The projects done by the POs have been effective to the extent that:
  - 75.9 % of the agreements met the targeted number of beneficiaries. The percentages for relief were respectively 76.5 %, and for rehabilitation 75 %. In a number of cases, the organizations managed to surpass the planned number of beneficiaries and in other cases these were less;
  - Effects are relatively evident for both relief and rehabilitation projects. Likewise impact is evident for most rehabilitation projects. Impacts have been described on a case by case basis in a number of reports. For the larger part of the projects the effects and impact have not clearly been described and even to a lesser extent measured. N.B. This is not meant to say that they do not exist, but there is also no convincing proof established;
  - There are quite some illustrations of attention for sustainability in the rehabilitation projects.
  - The aspects of prevention and preparedness are underrepresented in the design of the projects and therefore also in the execution. Equally, the explicit linking of the project at activity, strategy or organisation level and in the sequence of follow up relief-rehabilitation- development (LRRD) seems underrepresented.
  - The few evaluations done indicate that in those projects:
    - gender gets attention and that strategies have taken this into account.
    - there was an open eye for appropriateness.

    To what extent gender and appropriateness got attention in the projects that were not evaluated, could not be established on the basis of the sample dossiers, as details were scant in the reports.
  - The projects evaluated were considered highly relevant by the evaluators. In most cases it was stated in terms of being "self-evident" and qualitatively: relief is in almost any form relevant to those who have lost everything, people who have lost their houses will have to live in a house again, people who have lost their livelihoods like fishermen haven't got alternatives but to start again and they are generally helped by getting new boats or nets.

Efficiency

Recommendations:

- In line with the decision already taken by Woord en Daad, more evaluations of emergency assistance projects should be done to get insight in the extent to which the evaluation criteria are met. These evaluations can be done through self- and co-evaluations which have a large value for learning as they are participative. They should be combined with systematic measurements (if needed, done by external teams) in order to provide data. A PO could decide to have its emergency projects evaluated in combination with a part of its other projects in order to feed into their overall organisational learning.

[6] The required annual financial report may not be sufficient for this.

- As part of the evaluations, for relief projects spot checks of target groups and looking into major aspects of the implementation process would mostly do. For rehabilitation projects the broad spectrum of aspects and criteria should be looked into, including also the organisational structure and implementation processes.
- It struck also that in evaluation reports little or no attention is paid to the efficiency of the implementation (e.g. proper procedures, management qualities, etc) and the cost-effectiveness of the intervention (have the most cost-effective alternatives been employed, were the cost reasonable?). POs should explicitly analyse efficiency as part of their feedback into learning from experiences. This has to be specified in the Terms of reference for the evaluation.

1.7. Strategic points

2. In its management of the financing of emergency projects Woord en Daad has shown some very strong points a.o.:
    a. The good collaboration and direct communication between the different sections harmonising fundraising-financing decision taking and the request of the POs.
    b. The fast decision making and execution oriented attitude, without running too many risks.
    c. The choice to work through POs, by which the longstanding relationship provides mutual assurances for good and long term collaboration.

    These strong points, which form the basis of the success of the programme, should be maintained.

3. Woord en Daad has always financed emergency assistance, but the place and importance may have to be reviewed (again) in the coming years. There are factors that plead for continuation and others that oblige to think about alternatives, especially in terms of intensified collaboration with and implementation through other INGOs:
    a. Factors in favour of continuation a.o.:
        i. Woord en Daad has built up an image towards the POs that it is willing and able to assist in projects that are very important to the POs and for the people struck by a disaster.
        ii. POs can not but respond to request because they come from their target groups or from people and organisations in their direct environment.
        iii. Activities have proven to be effective.
        iv. Both Woord en Daad and POs have experienced that relatively many new supporters come in through emergency programmes, who then are relatively more willing to bind themselves to the organisation and therefore to obtain continued support;
    b. Factors favouring change a.o.:
        i. Wood en Daad profiles itself as a structural development organisation first and foremost.
        ii. The relative importance of the programme has decreased over the last years.
        iii. Other (I)NGOs are better placed to do this type of assistance as they are specialised in some types of assistance and cover a wider range of emergency situations.
        iv. There is already quite some collaboration in fundraising, and financing is also partly done through INGOs, that implement activities.

4. The emergency assistance provided by Woord en Daad consists of the financing of activities of the POs. Woord en Daad does recognise the POs own responsibility and autonomy in decision making and POs claim that position as well. In order to increase

effectiveness and efficiency POs ask for assistance in the development of their organisations in general. POs indicate themselves the need for continued improvement ("professionalism") in the overall running and management of their organisations as well as the positioning and execution of their emergency activities. Within Woord en Daad the Capacity Building section could coordinate all efforts in view of the facilitation of organisational development. The status may be increased to that of a programme but to consider it being a facility would also provide clarity. The objective could be to help partner organisations to be financially sound, able to generate funding from different sources, well managed and to become more independent.

5. Overall the character of the emergency programme is one of rather ad hoc projects. Relief is by definition short term and ad hoc. Although the volume (amounts per activity) is generally small, the relative importance for the POs is big and therefore this type of activities should remain part of the package. Its present status of emergency assistance being a "programme" may be changed to that of being a "facility" that can be used as and when situations require a reaction and both POs and support groups want to do something.

6. Generally speaking Woord en Daad has a sufficient policy framework and procedures for financing emergency assistance activities of POs, although some improvements can be made. POs appear to be largely performing; they do what they agreed to do (activities, outputs) and generally within the budgets provided.

   The present context demands increased transparency and accountability. Growing numbers of POs as well as budgets demand a more "businesslike" approach[7]. Margins to take risks are minimal as public opinion is closely watching. In that respect Woord en Daad does not have sufficient assurances as financier. The very "personalised" relationships that exist up till now may no longer be sufficient a basis to provide for checks and balances to bridge the gap.

   A "formalistic" approach on the part of Woord en Daad (in the end sanctioning by withholding financing, stopping payment of instalments, ending partnerships a.o.) would not fit the way in which the partnerships have been shaped. This is also not necessary as most POs do realise that it is their prime interest to have a better information base throughout the project cycle in view of their own management and the need to provide good information to organisations they work with in development cooperation.

   Woord en Daad can facilitate the needed organisational improvements at PO level in the framework of organisational development in order to have:
   a. Better proposals, based on a better planning and showing what and how major principles and criteria apply;
   b. Better and timely reporting of financial and physical progress, based on improved monitoring at PO level;
   c. Better learning from monitoring, final reporting and (end) evaluations, by identifying strong and weak points of its implementation processes, and by measuring the effects and impacts more systematically;

7. The rehabilitation projects are generally producing the planned outputs. These projects have in principle more potential for linkages and working on prevention and preparedness. These elements as well as the search for follow up through structural development activities are underrepresented in many projects and should therefore

[7] Which is not the same as a more bureaucratic approach

get more and explicit attention. If emergency assistance (relief and reconstruction) would be a facility preparedness and prevention could become part of a structural programme and for example be included under basic needs.

2. Description of the Organization

2.1. History of Woord en Daad

The Foundation Woord and Daad is a Dutch NGO, working in international development. The Organisation has an explicit religious identity but is not connected to a church. Woord en Daad aims to assist people in need, irrespective of race, caste or colour, "in accordance with 2 Cor. 8:14 and Gal. 6:10". It derives its mission from the parable of the good Samaritan (Luke 10:37). Christian mercy, showing compassion is the main motivation of Woord en Daad.

The foundation was established in 1973, following small scale initiatives for relief assistance after an earthquake in Guatemala. Initially Woord en Daad was almost fully run by volunteers but in 1978 the first staff was hired. Over the years Woord en Daad came to employ 45 staff /39 fte (2006).

2.2. Programmes

Woord en Daad does not itself carry out development or emergency assistance activities. This is exclusively done by Partner Organisations (POs), who submit proposals, which may then be financed by Woord en Daad.

Financed activities are subdivided into four major programmes: Education, Basic Needs, Job and Income, and Emergency Relief and Rehabilitation.

- Structural development interventions fit into the chain: education-work-income[8]. Basic needs are an integral part of that approach, creating good conditions for the individual, the family and the community.
- Woord en Daad provides also emergency assistance in case of both natural and man-made disasters.[9] Assistance also covers complex emergencies, which consist of combinations of natural and man-made disasters as well as structural underdevelopment. Assistance is furthermore provided to victims of fire and looting (armed conflict). Emergency assistance focuses on emergency relief and rehabilitation, but may include prevention (e.g. food stocks) and preparedness (e.g. cyclone shelters) as well[10].

These interventions are combined with the exchange of knowledge and increasing the awareness of support groups (in the Netherlands), that poverty is a worldwide interrelated phenomenon. Influencing policies and structuring society in order to improve the position of the poorest and to defend their interests (better) have become part of these interventions.

Woord en Daad provides assistance in about 25 countries in Africa, Asia, and Central and South America.

[8] See also Proposal MFS p 79-83. Job and income consists of Vocational Education and Training (VET), Job and Business Centres (JBC),Micro Enterprise Development (MED) and Small and Medium Enterprise Development (SMED).
[9] Natural disasters concern cyclones, floods (e.g. monsoons), volcano eruptions, drought/crop failure/water famine, landslides, and earthquakes. Man-made disasters involve conflicts and mismanagement (e.g. political or economic crises)
[10] Woord en Daad, Project Manual p. 15

2.3. Financing and budget

The financing of the programme activities, and for that matter the operational costs of Woord en Daad itself, is based on funds coming in through fundraising and institutional funding. There is an important contribution through voluntarism at different levels.

Financial contributions from private sources- individuals -, generally belonging to segments of the reformed denomination in the Dutch society, are the main source of financing. A small but much valued contribution comes from private companies and schools. In the past years Dutch government (co-)financing of activities has become the other most important source, as Woord en Daad had qualified for the TMF and recently for the so-called MFS programme financing. Further financing is obtained through submitting (grant) proposals to other donors like USAID, PSO or the EU.

In the case of Woord en Daad emergency assistance is almost exclusively financed from private contributions, including contributions from companies. It is not yet coming from institutional funding or grants.

In 2007 the total budget of Woord en Daad amounted to over € 29 million. Education, Basic Needs, and Job and Income, constitute the core activities. Education is the main programme in terms of expenditure and takes up about half of the total annual budget.

An amount equal to up to 10% of the annual budget is spent on activities of the Emergency Relief and Rehabilitation programme, but actual expenditure differs much over the years as will be seen later.

2.4. General policy and approach[11]

As part of a large but continuous internal policy discussion and the need to respond to external requirements[12], Woord en Daad has described its policy and approaches in a general multi-annual Policy Framework (2003-2006 and 2007-2010), which is now updated every year for the coming 4 years ("rolling plan"). This is followed up by annual policy plans. Parts of the policy have been based on separate vision papers.

From these documents it is clear that Woord en Daad focuses its programmes consistently on poverty alleviation, targeting the poorest of the poor, and amongst them the most vulnerable groups.

Other major principles underlying the general approach are:

Strategy. In its poverty alleviation strategy Woord en Daad includes projects and programmes that are directly contributing to improving people's position to earn their living and creating the necessary conducive conditions. Application of a programme approach to realize cohesion of the activities and programmes is instrumental. Participation and empowerment of the target group are likewise important.

Wide support mobilisation. Committees at local level in the Netherlands have been formed and are considered the backbone of this approach. At the same time Woord en Daad works on mobilising and linking a large number and variety of specific support groups in the Netherlands be it young people, entrepreneurs-companies, schools, other societal groups and churches especially in the protestant reformed part of the Dutch society. These groups are targeted to improve their knowledge and consciousness of development problems. They are also the ones that constitute the major part of the (private) contributors to the funding of Woord en Daad activities.

[11] Beleidskader 2007-2010
[12] Notably the qualification for TMF and recently for MFS institutional financing.

Working through partner organisations. Woord en Daad is working in more than twenty countries with long term partner organisations that implement the various activities. According to a recent overview[13] there are working relationships with around fifty (50) PO's. Woord en Daad has a partner agreement and direct working relationship with 28 of these partners. The other partners are indirectly linked through partners who receive financial support originating from MFS funding and through other international NGOs. These POs are all responding to a number of clearly set criteria, amongst which their "religious identity".

Unlike many other International NGO's, Woord en Daad does not have an implementing branch organisation in the countries, nor project management units staffed by Woord en Daad.

Woord en Daad finances activities of its POs as well as (part of) their cost of functioning by majoring the activity cost. Woord en Daad is particular about the POs commanding an autonomous legal status and that they should be or become more and more self-supporting. Ownership and implementation of interventions rests with the POs and they pursue their own policy. It means that Woord en Daad is very particular about not wanting to "interfere" in their organisation; however, Woord en Daad sets requirements, which POs have to meet in the spending of financial allocations;

Collaboration. Apart from its strong links with support groups in the Netherlands, the external organisation of Woord en Daad is characterised by a growing co-operation with other Christian development NGOs especially ZOA Refugee Care and, to a lesser extent, with TEAR and "Red een Kind" (or Save a Child). There is a collaboration with ICCO-Kerk in Actie in the framework of the MFS basic needs approach. Through PRISMA a special emphasis is given to emergency assistance as well ("emergency assistance cluster" of NGO's). Internationally Woord en Daad is part of the EU CORD network of European Christian NGO's lobbying for EU assistance and helping members to obtain (access to) funding.

Respecting values and context. Christianity and serving together is the foundation of all operations and collaboration. People are central, recognising their values and the specific context in which they live (embedding of the intervention and respecting values of other people). Gender and environment are other thematic issues that are considered important; interventions should not deteriorate gender or environmental conditions. However, Woord en Daad emphasizes also that reserve is to be exercised with regard to gender, environment or other thematic issues like good governance, human rights, etc., in order not to promote particular Western views on society.

This policy and the principles apply also all and without restrictions to emergency assistance.

2.5. Internal organisation and organisational development

The internal organisation of Woord en Daad consists of a Board that decides on the overall policy and orientation as well as the main lines of implementation. Headed by the Director, the organisation has a general support unit which includes a general quality support en secretarial support to the Director. In addition there is a central services unit providing support to the sections / departments.

Major Departments are:

- Fundraising (private, corporate, schools) and Communication (notably a large number of publications, providing feedback to support groups and general PR);

[13] Woord en Daad Beleidskader 2007-2010, Annex 9

- Institutional Funds. Fundraising by approaching institutional donors like the Dutch government, the EU, large International NGOs etc.;
- The Administration and Finance section for the internal administration but also in support of the PO's;
- Advice and Research: Research, Evaluation and Policy influencing largely in support of the four programmes and internal organisational development;
- External or "Projects and Programmes" which is again structured along the lines of the programmatic interventions: Education, Basic Needs, Work and Income, SMED and Emergency Assistance. This section outlines the programmes and monitors the programmes overall, assesses the proposals and monitors their implementation by the POs.

Woord en Daad grew quickly over the last ten years and has adapted the organisation to new circumstances, the general call for more transparency and accountability, requirements of financiers like MFS, as well as to suggestions by its POs.

About two years ago a separate Research and Evaluation unit has been established to organise, guide and carry out evaluations both at partner, project and organisation level, in order to feed the learning processes. The evaluation policy[14] foresees feedback from different evaluations into the learning process, amongst which the programme and project evaluations. The first programme to be evaluated is the Emergency Assistance Programme.

[14] Woord en Daad/W. Rijneveld, Evaluatiebeleid 2007-2010, of 28-09-2006

3. The Emergency Programme Evaluation

3.1. Programme evaluation

Object of this evaluation is the Emergency Relief and Rehabilitation Programme of Woord en Daad. As Woord en Daad finances activities of the POs, the programme has been appreciated at different levels:

- The type of emergency situations for which a request/proposal is forwarded to Woord en Daad and its coverage ;
- The policy of Woord and Daad in respect of emergency situations. The place and relation to its overall policy or general principles
- The way in which Woord en Daad operates the programme, including especially its overall financing (through especially fundraising), the relation to other programmes, staffing, work processes for identification-formulation, decisions and agreements to finance proposals of POs, monitoring and evaluation of both the individual agreements, projects and at programme levels.
- The implementation by the PO organisations, including their mission and capacity, their working processes and performance (respect of timing and budgets as well as the degree to which planned targets were achieved).
- The activities executed by the POs as specified in the (financing) agreements
- The results in terms of achievement of outputs, effects and impact as well as the influence on the target groups.

In such a way the evaluation follows to a large extent the process outlined in figure 1 (see next page), which represents the chain set up by Woord en Daad to respond to emergency situations.

The objectives of the evaluation are:
- The board, management, and staff of Word and Deed should learn about the performance of the emergency relief and rehabilitation programme at policy level;
- Management and staff should learn about the overall performance at execution level;
- Accountability to all stakeholders of the programme[15].

[15] See Terms of Reference Phase 1: More in particular the results of the evaluation will be used for internal and external discussion:

1. Woord en Daad participates in an emergency relief cluster (together with ZOA, Tear and Red een Kind). This cluster has planned to take up a comparative analysis in order to learn from each other. This evaluation, together with available project evaluations will serve as an input for this comparison. Probably a sharing event with the wider public will follow after this comparison of the cluster.
2. The evaluation report(s) will be made publicly available on the website of Woord en Daad and will be pro-actively shared with those partner organisations of Woord en Daad that are regularly involved in emergency relief or rehabilitation.
3. Woord en Daad will formulate a response to the evaluation and specifically to the conclusions and recommendations formulated in the report. The points from this response will be implemented from 2008 (unless specified otherwise by the board) and will be included in the regular M&E cycle as from that year.

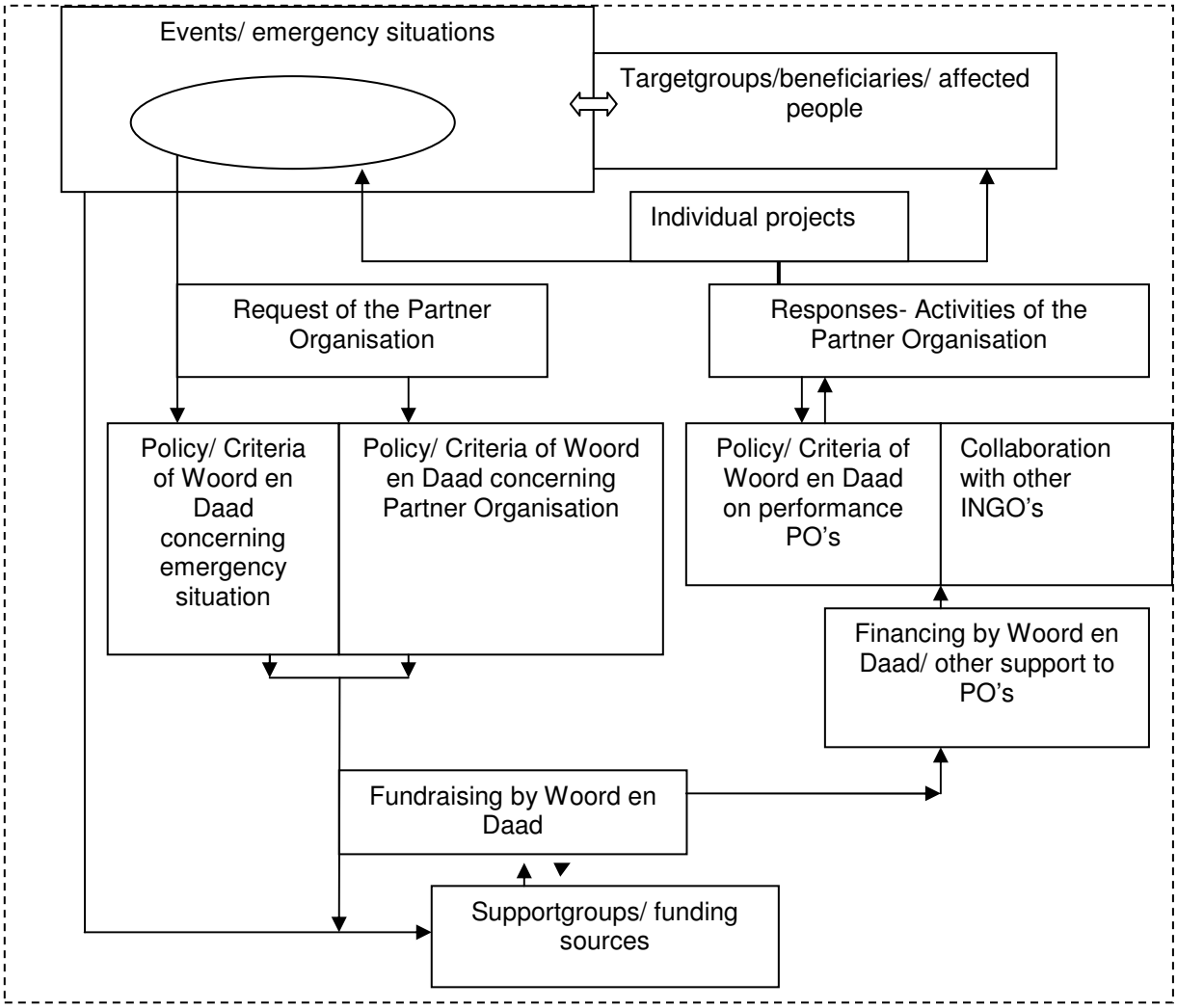

Figure 1: Overall process of response to emergency situations

3.2. Evaluation questions

In the Terms of Reference (TOR) for phase 1 and 2 the evaluation questions have been specified according to the standard headings of effectiveness, efficiency, relevance and sustainability as well as some specific emergency programme related quality aspects.

Table 1: Evaluation questions based on the TORs of phase 1 and 2.

Project / Agreement level / PO level	Program-level / W&D level
1. Effectiveness • Did the activities in the field achieve the planned objectives and target groups? • Was the support from W&D to the partner organisations adequate? • Was the execution of the projects by the partner organisations effective? • Were results (outputs / outcomes) achieved? • Were the objectives of the projects achieved (impact)?	5. Effectiveness • Are the planned program objectives realised and the planned target groups reached? • How did monitoring function within W&D? Were reporting requirements relevant? Were these requirements kept? Were field visits relevant and sufficient? • How was the timing of the assessment and decision taking within W&D?
2. Efficiency • Were the available means used well and efficiently by partner organisations?	6. Efficiency • Was the program well designed: policy framework, organisational framework, means and personnel, selection of partner

• Was the coordination in the projects between different stakeholders sufficient? • How did monitoring function with the partner organisations? • To what extent were partner organisations equipped to execute the projects? • Learning and improvement of partners, incl. capacity building.	organisations? • How is the policy cycle applied, including the various instruments used? • How was the program managed and monitored by W&D? • Was W&D's support of partner organisations effective? How were partners selected and / or assessed? What was done with their strong and weak points? • How does W&D learn from experiences? Did learning and improvement take place at the level of W&D, based on feed back from reports and evaluations or through other means?
3. Relevance • Were the projects relevant? How were needs assessed at the level of the target group? Which stakeholders were involved in such assessments? How did selection of the target group(s) take place? Was there attention for extra vulnerable groups within the target group or was the target group viewed as a uniform group? Were the projects relevant with respect to the needs? Were goods appropriate? • Did activities correspond with the needs of the target groups and do they fit within the mission and setting of the partner organisations?	7. Relevance • How does the program fit within the mission, values and strategy of W&D? (internal position) • Was Woord en Daad's policy for the relief and rehabilitation program relevant and sufficiently developed? • What is the role of this program relatively to the context of W&D? (external position relative to partners, other organisations, 'noodhulpcluster', constituency). • Were decisions about funding of projects made in line with the policy? Were the criteria used for assessment of proposals relevant? Were these criteria kept? How were they assessed?
4. Sustainability • Are the results of rehabilitation activities sustained after finishing them? • Was there a focus, or was there attention in execution of the projects for linking relief, rehabilitation and development (LRRD)?	8. Quality • Is the program conform relevant quality frameworks, such as Red Cross Code of Conduct and Sphere Standards.

3.3. Methodology

The Woord en Daad Advice and Research Department prepared the evaluation together with an external referent-consultant. The programme evaluation as a whole was formulated, basic information for sampling was collected and systematised, the sample of the agreements to be studied was drawn, dossiers prepared and the evaluation questions specified. This resulted in the Terms of reference for the first phase (see Annex 1).

The evaluation has been carried out in two phases by two different evaluators.

Phase 1. General desk study in July- august 2007.
A sample[16] of 50 percent of all project agreements[17] for emergency assistance has been studied. In addition policy papers / plans, annual plans, annual reports and

[16] For the method of drawing the sample see Terms of reference phase 1 in the Annex 1
[17] See Annex 2 for the agreements in the sample phase 1

project dossiers were studied, which included project proposals, project assessments, project advices, project agreements, final reports, progress or end memo's, visit reports, evaluation reports and mails. For each of the evaluation questions a checklist of detailed questions/points has been designed.

The report has been validated in a meeting in august 2007 and the text has been completely integrated in this final report. Suggestions were made for the inclusion of questions in the TOR for the second phase.

Phase 2: In-depth desk study in September 2007.
For this study a sub-selection has been made of a number of projects and POs[18], for which criteria were:

- for these projects evaluations (ex post) have been done, which could cast more light on achievements at field level and performance of the PO;
- different PO's in different continents;
- small and bigger projects with both relief and rehabilitation or sometimes also development activities;
- activities implemented by PO's as well as international organisations.

For this phase, the same documents as for phase have been used and available project evaluation reports have been analysed. In order to get additional information as to the role and performance of the PO's and Woord en Daad:

- Face-to-face interviews with Woord en Daad Heads of departments and programmes, the staff responsible for the emergency programme and those involved in fundraising have been held according to a topics list prepared by the consultant for each interview.
- Telephone interviews with representatives of PO's[19] were held on the basis of a detailed topics list prepared by the consultant and sent to the representatives beforehand.

3.4. Evaluation process

The evaluation has been carried out with ample support and was well prepared and guided by the Advice and Research Unit as well as other staff of Woord en Daad. Interviews both in Woord en Daad and with representatives of the POs have been very open. All dossier information available at the level of Woord en Daad could easily be accessed as it was made available without restrictions.

The very role of Woord en Daad of being a financier of activities done by the POs or channelled through other International NGO's like ZOA is in many respects a limited one. Woord en Daad depends to a large extent on the performance of others. As POs are independent organisations and as Woord en Daad does not interfere at steering[20] or executive level as such, the information available on the POs is limited and/or is "implicit". This is also the case because the often longstanding relationships are rather "personalised". Therefore, in the process a lot is concluded on the basis of these relationships, and on the basis of the knowledge and feeling for situations that individual staff of Woord en Daad have. Such elements are hard to catch in figures or scores, thus hard to introduce I the evaluation, yet very important and valuable in weighing advices and decisions.

Information on the preliminary decision making based on PO-proposals and the assessment by Woord en Daad is relatively detailed, whereas the reporting of progress and outcomes by the POs is relatively scant. Analysis of dossiers per individual agreement available at the level of Woord en Daad only introduces therefore a certain bias. The project - evaluations

[18] See Annex 2 for the agreements in the sample phase 2
[19] See list of persons interviewed in Annex 3.
[20] In the past Woord en Daad representatives could be members of the Board of a PO.

analysed do not compensate for that as they are still restricted both in numbers and organisations, as well as quality and comparability[21]. Also interviews with the POs and in Woord en Daad can not compensate for that. The reports on field visits or five yearly financial visits give a hint of factors that should be taken into account, but they are few and they do not give specific information on emergency programme related activities also.

Very little descriptive information on the POs as such is available nor do assessments or evaluations probe into the POs capacities, procedures and costs incurred. The five-yearly visit reports analyse the organisations well but are mainly focussing on the administrative and financial aspects. The interviews with the POs representatives do only compensate for this to a limited extent.

In all the programme evaluation can not as yet benefit of a more extensive measurement of its finality, the effects and impact at the level of the end-beneficiaries, as few measurements have yet been done (systematically). This is also because the evaluation policy of Woord en Daad is of a recent date.

3.5. This report

The present report combines the results of the two evaluation phases and has been adapted according to the comments provided, including written comments and remarks. A validation meeting was held on the 2nd of November 2007, be it that the report remains the opinion of the evaluator.

In Chapter 3 the findings and conclusions on the emergency programme policy of Woord en Daad and its implementation and management are presented.

In chapter 4 the partner policy and relations are described. Findings and conclusions concerning the importance of the relationship and its influence on the emergency assistance programme have been outlined.

In chapter 5 the implementation process internal to Woord en Daad is described and evaluated, including the Woord en Daad policy and practice of fundraising for emergency assistance.

In chapter 6 aspects of project implementation by the PO's are described as well as its evaluation in terms of relevance, efficiency, effectiveness and aspects of sustainability and linkages.

In chapter 7 the conclusions and recommendations are listed serving as a summary of the evaluation and including some suggestions for strategic points to be discussed.

In the annexes the general TOR including the sample of dossiers and a detailed list of activities has been included.

[21] Even though the evaluations of 2 projects in Gujarat implemented in 2001 have been added for that reason.

4. Woord en Daad Emergency assistance policy and programming

The general policy of Woord en Daad serves as the framework for its emergency assistance programming. Further programming is done through the formulation of programme objectives and activities at Woord en Daad level, the specification of criteria for the emergency activities to finance, criteria for the determination of target groups, specific work processes including collaboration with other organisations, the internal allocation of both human and financial resources and the programme's relative position towards other Woord en Daad programmes.

4.1. General policy

4.1.1 Policy framework

Since 2003 a general policy document has been prepared, which is renewed every year for a period of 4 years, thus making it a rolling plan. The document called "Beleidskader 2007-2010" has been used here as a major reference, assuming that it reflects largely the policy in force during the reference period. Various so-called "vision papers" elaborate parts of the policy and they served as an input into this framework. The Annual Plan (of 2007 includes short term objectives and the budget for emergency assistance. The new "Project Manual" of 2003, replacing the manual of 1997, works out the process guiding the financing of activities of the POs, but applies largely also to the reference period. Annual reports describe and analyse the results and the degree to which the policy is realised as well as many organisational aspects.

These documents provide an insight in the overall and programme objectives, the strategy, the programmes, principles of working, processes and the budget. An overview of some important elements of the policy has been given in Chapter 1.

Woord en Daad makes major changes in a few years to facilitate its growth and development and as a response also to external requirements and changes. The organisation distinguishes itself from many other NGOs by making very clear choices and value statements on its Christian identity, the explicit role played by POs, the financing of activities ("deeds"), the choice for integrated activities as well as a clear orientation towards work and income, minimising overhead costs both at the level of Woord en Daad and its partners.

One major change arises from the need to be transparent, accountable and to learn as an organisation. These issues are translated into a principled approach of increased participation of stakeholders at all levels and more emphasis on monitoring and evaluation. Quality criteria, programme objectives and indicators have been developed for all programmes and for the implementation and orientation of activities.

4.1.2 Position of the Emergency assistance programme

Emergency Relief and Rehabilitation is one of the 4 main programmes of Woord en Daad. This signifies, that Woord en Daad considers it an important part of its financing activities.

A vision paper for the emergency programme has not been elaborated, unlike the ones for Capacity Building or structural programmes like Education. Whereas at Board level commissions for the structural programmes have been formed, this is not the case for the emergency programme. Also, Woord en Daad does not seem to explicitly profile itself as an organisation specialised in emergency assistance, but rather as a structural development organisation. These could be indicators that the importance given to the programme is less compared to the other programmes (see also 3.2.6.). On the other hand the collaboration with international partners in emergency assistance gets specific attention, a.o. in working out the protocol of collaboration with ZOA.

4.2. Emergency assistance programme

4.2.1 Programme objectives – link with overall policy.

In the general policy (documents) the relationship between emergency assistance and the general organisational objective of "Poverty alleviation" is not explicitly made or not explained. For the other three programmes the link with poverty alleviation is clearly outlined (e.g. Beleidskader p. 6-7, paragraph 2.3). The implicit assumption is apparently, that emergency assistance by its very nature contributes to poverty alleviation, be it not always in a durable way. In the reporting such a distinction is also sometimes made (e.g. Annual report 2006, financial paragraph p. 93.).

The objectives hierarchy of Woord en Daad of the emergency assistance (programme) is[22]:

- Groups and individuals, that have been the victims of an emergency, have got the means to tackle their situation and/or are in a position to prevent other such situations.
- These target groups have access to those means through emergency assistance directed at prevention, preparedness and rehabilitation;
- The intermediate objective (outcome) is that POs are able to do emergency activities effectively and efficiently in a qualitatively good manner (capacity, policy etc.) Consequently and consistently objectives of capacity and quality improvement as well as POs functioning (better) in networks are emphasized in the policy documents.

Woord en Daad could be more explicit in its elaboration of the links of emergency assistance programme objectives to overall policy objectives:

- The first highest level objective could be presented as a precondition for development and therefore for poverty alleviation: target groups who have been hit by an emergency of any nature can not improve their situation, unless a minimum of conditions are restored. That is, after relief, followed by rehabilitation through a minimum food security, shelter/a house, water etc. Relief is then of another order - a mere necessity for the target groups to survive-, and has a very short term significance;
- The programme level objectives could also have been linked to another overall policy objective by saying that the programme contributes to: "People are able to live according to basic human standards".

In this way and together with the elements of the Woord en Daad vision "to show compassion and solidarity towards their POs", explain better "Why" Woord en Daad does emergency projects. This apart from more practical reasons to do so (see 5.2.).

4.2.2 Programme objectives and activities

The objectives hierarchy reflects also the difficulty in conceptualising the programme objectives[23]. The formulated objectives at outcome level suggest that the emergency programme intervention of Woord en Daad would be directed at a general PO-organisational structuring and capacity building. In practice Woord en Daad emergency assistance- as will be seen- consists almost exclusively of the financing of the relief and rehabilitation activities of POs and very little of improving (other) elements of organisational capacity.

The emergency programme objectives of Woord en Daad should therefore include instead the more specific organisational support output e.g. "POs have the financial means for their relief and rehabilitation programmes". Linked to this output programme activities (at the level

[22] See : Beleidskader p.59, para 8.4 translated

[23] This is almost always a difficulty when an organisation is mainly financing the activities of others and not working on substance matters as such. (Or one would have to consider POs an integral part of the organisation).

of Woord en Daad that is!) would be: “To assess proposals”, “To secure funds for emergency projects” and “To monitor financial and physical progress” etc. This also reflects the actual situation.

Elements of the POs organisational capacity improvement other than the financial means would better be included in the activities and financing of Capacity Building. The advantage would also be that all efforts of Woord en Daad – therefore also of the structural development programmes and the administrative and financial department – could be coordinated and financed under that heading, be it promoted to a programme or considered a “facility” open to be used whenever necessary. Activities like “field visits” done by emergency programme staff would partly be included under the activities of this sub-programme and partly under the emergency programme when it concerns direct follow up on the financing of the POs activities. Also the crosscutting organisational support activities, to make POs less dependent on the often sole financing by Woord en Daad, would find a place under Capacity Building. An additional advantage would be that at least part of the financial cost of such activities (field visits, five-yearly financial visits) could rightly be considered as a development activity cost and not as overhead cost of the organisation.

4.2.3 Target groups

Target groups of the emergency programme are those people and groups who have been affected by an emergency. In the case of the Emergency Programme these are further specified[24]:

- “preferably the focus would be on those already assisted by Woord en Daad (which are in principle the poorest of the poor) and/or if not so, it would have to be the most vulnerable groups;
- should largely be chosen according to the Sphere standards and Red Cross Code of Conduct, therefore all who have been affected, irrespective of their background and identity”;

Woord en Daad recognises that, depending on the circumstances, standards might be adjusted to local conditions and lowered in favour of reaching a larger number of people. On the other hand Woord en Daad will rather assist a limited number of victims for a longer time than a large number for a short time.

These quality requirements are important as the POs are in practice the ones that have to apply them. It may be expected that these requirements serve as criteria for the assessment by Woord en Daad as well as for evaluation of the programme. In that respect the PO’s mission and position (taken or ascribed to) in the respective countries is determinant: could it indeed be anyone affected by an emergency or would there be a bias towards those already included in the regular = structural development programmes and/or those that are closer to the organisation because of its very (Christian) identity for example.

In the particular case of Woord en Daad the principle to work exclusively with POs and in “Woord en Daad countries” (with a few exceptions) signifies at the same time a limitation of the extent to which Woord en Daad steps into emergency assistance; it is not any emergency situation in the world but generally in the areas where the POs are working. An alternative exists by which funds for particular situations are channelled through other international organisations; the collaboration in the emergency assistance cluster with ZOA, TEAR and Red een Kind offers extra possibilities.

4.2.4 Nature of activities financed

The nature of the activities can be differentiated in several ways:

[24] Beleidskader

a. Woord en Daad says it provides financing for emergency assistance in case of both *natural and man-made disasters*.[25] Assistance also covers *complex emergencies*, which consist of combinations of natural and man-made disasters as well as structural underdevelopment. Assistance is furthermore provided to victims of *fire and looting (armed conflict*).

Apparently Woord en Daad does not exclude any type of emergency situation beforehand. Nevertheless, working through POs implies to some extent a limitation. Looking at the interventions financed over the years, armed conflict emergencies for example are probably less indicated.

b. Emergency assistance focuses on *emergency relief and rehabilitation*, but may include *prevention* (e.g. food stocks) and *preparedness* (e.g. cyclone shelters) according to the Project Manual.

In the manual and general policy documents it is not clear to what extent Woord en Daad would want to give emphasis to each one of these, and how much importance is really given to prevention and preparedness. Or putting it differently, which ones it does not really want to support/ rather leave up to others that are more specialised[26].

c. As far as relief is concerned, four categories are distinguished in the policy documents of Woord en Daad; in line with Sphere standards these are *food, water and sanitation, shelter, and health*. Emergency relief interventions are ideally also followed up by rehabilitation activities and emphatically pursued. Rehabilitation is in general directed at housing, income generation, health, and education. [27]Assistance is preferably focused on target groups already assisted through Woord en Daad and concerns predominantly interventions at the micro-level.

d. Finally, Woord en Daad strives to *link up* humanitarian assistance with more structural types of assistance ("linkages" is also one of the Sphere principles).

In the policy documents it is not made clear how and in what stage these linkages are to be made. Most likely the assumption is that linkages can only be defined depending on the circumstances and that this will be arranged case by case.

Nevertheless, Woord en Daad could discuss to what extent other Woord en Daad programmes are expected to participate in the design of such linkages, at what moment and/or should take over by including aspects of preparedness or prevention in their regular structural development activities. That would mean that POs can direct requests to those other Woord en Daad programmes also. It is also clear that Woord en Daad does not have the policy to do any kind of structural development but that it is selective (work and income etc.). Woord en Daad could also indicate what aspects would better be left to other, more specialised organisations and how Woord en Daad will assist to make the link.

4.2.5 Processes and procedures

Like the other Woord en Daad programmes, the emergency programme has to apply the general principles laid down in the general policy documents. The major principles, like the working through Christian POs, have been mentioned in Ch. 1. This is a very clear set of principles and it distinguishes Woord en Daad from many other INGOs.

[25] Natural disasters concern cyclones, floods (e.g. monsoons), volcano eruptions, drought/crop failure/water famine, landslides, and earthquakes. Man-made disasters involve conflicts and mismanagement (e.g. political or economic crises)

[26] E.g. ZOA is amongst others specialised in trauma counselling especially in armed conflict areas.

[27] While the name of the programme is catching, it does not fully cover all eligible types of activities. Humanitarian assistance does, and would be a more correct name.

The Project Manual includes also general programme criteria and indicators. The procedure for the identification-formulation-assessment and decision-making on financing, payment procedures and the format for the financing agreement, the instruments for the monitoring and rules and formats for reporting are the same for all programmes and activities. One additional quality criterion is emphasized: proposals have got to be based on a thorough and ample analysis of the emergency situation (by the POs)[28].

The emergency programme (total programme and per programme budget line) is also financially monitored against its annual plan, using also the two-monthly update of the progress per programme ("Koersrapport"). In it also key-figures are given on the targets and target groups reached.

For the Emergency Relief and Rehabilitation there are also some different procedures, mainly arising from the different context and nature of the financed activities:

1. Relief and rehabilitation activities are designed on the basis of an ad hoc approach (this in view of the unpredictability of emergency situations); immediate relief action is needed in response to the occurrence of emergencies without waiting for financial "coverage" as such. Rehabilitation activities are more apt to be covered by the mobilisation of funds through fundraising.

   Specific approval procedures do therefore apply, rendering decision making more flexible and respondent. Humanitarian assistance usually constitutes ten per cent of the total W&D year budget but is not "covered" as yet by income. During the reference period Woord en Daad officers could approve budgets without prior approval of the Board up to an aggregate approval maximum of 100.000 €. In September 2006 the single approval has gone up to € 50,000, while an aggregate maximum is no longer defined. Board approval is still required when expenditure exceeds € 50,000. The coverage is found in the general reserve of Woord en Daad if fundraising is after all unsuccessful.

2. Taking into account the wide call for closer collaboration between donors-stakeholders and harmonisation, as well as for practicality's sake, Woord en Daad co-operates especially in Emergency assistance programmes with a number of like-minded Dutch NGOs in fund-raising.

3. Assistance is (preferably) provided in "Woord en Daad countries" (that is, where Woord en Daad has one or more POs and a longer experience), but might be also in Non-Woord en Daad countries. One reason is that sometimes funds are received for other emergency cases and other countries and therefore Woord en Daad is "obliged" to take initiative. In that case it can be channelled through other than the "regular" POs. It could also be other international NGO's, like ZOA or organisations that are specialised in emergency assistance or otherwise present in the particular country;

4.2.6 Resource allocation and relative importance

Although emergency assistance formed the start Woord en Daad and emergency assistance has always been part of its programmes, Woord and Daad has shifted attention to structural development: Education, Basic Services (with a large attention for health and food security, not including education), and Work and Income.

Between 5-10 percent of the annual budget is used by the emergency programme, while the other programmes take much higher percentages. In 2006 for example: Education almost 48

[28] See : Beleidskader p. 59 para 8.4.

percent of the total allocations, Work and income almost 25 percent and Basic Services/Needs 13 percent.

The relative importance of the emergency programme in terms of financial means allocated is however decreasing. In the multi-annual planning the amount for emergency activities is projected to be the same until 2010 (1.8 M/year) while the ambition is to show growth in the other programmes (e.g. Education more than 10 percent in 4 years). As it has been realised that the actual figures realised are much lower than 1.8 M, if the year 2005 with considerable tsunami funding is not taken into account, it has been decided to budget 1 M for 2008 instead.

In the allocation of human resources one staff member is specifically assigned to follow up on emergency proposals and agreements. Being part of the Projects and Programmes Department the staff member is also responsible for Basic Needs/Services projects. Thus total time spent is (much) less than one fte (out of a total of 10.44 fte in the Project and Programmes department). The Head of this department takes over/assists in cases needed. In the departments for Fundraising and Communication and Administration and Finance emergency projects are part of the total package; no separate capacity is assigned to the emergency programme. Institutional funding is not dealing with emergency assistance funding until now.
This division of tasks is in line with general internal organisational structure of Woord en Daad and works well on condition of a good coordination and internal communication.

5. Partner organisations and collaboration

5.1. Partner organisations

5.1.1 Policy

Woord en Daad does not have an implementing department in the target countries nor for particular projects. Woord en Daad operates exclusively through local, Christian partner organizations (POs). Some POs have been sponsored by Woord en Daad more than 20 years. According to Woord en Daad there is no specific objective to terminate a partner relationship after a certain number of years, although dependency on Woord en Daad should diminish wherever possible by differentiating relationships and trying to boost their own (local) funding.

Woord en Daad has a direct working relationship with 28 PO's, and works or has worked with many more in an indirect way through other international NGO's. Some of these direct partner organisations belong to a network, although they are largely independent in the particular country[29].

5.1.2 Shaping the relationship

Many POs have a longstanding relationship with Woord en Daad. Initial contacts were virtually always based on structural development activities. In recent years the option was taken to extend in Africa and so new partners were sought. The relationship with some of them started on the basis of emergency assistance like GCPDO (continuing) and EFZ (via TEAR) in Zambia or IESA (via ZOA) in Angola (not continued)

According to Woord en Daad POs should have a.o.:

- a Christian-evangelic identity/key values, visions and missions that conform. Although Woord en Daad says that POs do not have a relationship with a particular church and/or that there should be a separation of development activities and the churches, the formal distinction is not in all cases achieved (yet); in those cases the efforts of the organisation towards this goal "should be clear and sufficient";
- a position in the local institutional setting which renders their development activities effective and efficient: their relationship with government, part of a network, participation in fora, etc.;
- a sufficiently good internal organisational set up rendering decision making and implementation effective and efficient. More in particular the administrative and financial management systems are to give at least a minimum assurance and/or there should be willingness of the partner to develop that. Also for that reason financing is modest at the beginning and can increase once capabilities have become evident. The capacity of the partner should be leading, not the availability of funding.
- For "Old" POs the past experience and the track-record play an important part.
- New POs should in addition be able to contribute to the structural development programme objectives of Woord en Daad, if not fill in a niche.

These criteria are applicable to all programmes, including the emergency programme. It should be noted that, according to Woord en Daad, none of the POs have been specifically selected on the criterion of having the specific capacity to do emergency assistance activities.

Although relationships are in first instance very much shaped around the structural development activities, the relations are to develop at the level of "partnership" according to Woord en Daad: signing of a partnership agreement, assuring long time assistance, mutuality and giving POs (always) the possibility to solicit assistance. Both Woord en Daad and representatives of POs mention mutual "trust" as a major factor for such a relationship.

[29] Notably the AMG-network organisations have the same origin and function to some extent under an umbrella organisation with kind of branch organisations in India, Guatemala, and a HQ in the USA.

Representatives of POs confirm the attitude towards true partnership: “Woord en Daad shows willingness to listen”, “lets POs define the needs”, “there is reciprocity/ discussion takes place at the same level/consultative”, “they understand the context”, “we are given room to develop”, “fidelity”, “trusted”, “respect our identity”, “generosity when it comes to starting new projects”, “positive attitude in communications and approach in general”, “they are fast in their decision making”. None reacted in an opposite way.

5.1.3 Organisational characteristics of POs

The information available in Woord en Daad dossiers does not permit to know the full organisational characteristics of POs, nor for example the precise financial situation of each one of the PO’s. The interviews with PO representatives could also not compensate for that.

A full organisational analysis of all organisations could help in this respect. A more detailed “tracking system” is foreseen to be developed by Woord en Daad according to the Capacity Building Section in Woord en Daad.

Some general characteristics are:

- The POs generally have a small core staff although some have a large number of people working at activity level (teachers paid under the programme, health workers, extension workers etc.) and especially when doing short term emergency programmes; CSI Sri Lanka/ Ladder of Hope mentions having had up to 350 persons active, including voluntary workers;
- The POs have the status of a recognised and formalised NGO and a few are in the process of being formalised and/or changing into an independent NGO. The link of some with the church/missionary movement is still strong as also explained by MGA Guatemala, being an organisation with its main mission being a missionary organisation that permeates all activities. A number of organisation leaders are also leaders in the church or mission movement. So, a distinction can not easily be made, even though financially things are generally clearly distinguishable (separate accounts etc.);
- However, it is clear that although some POs have multi-donor funding of their activities, the larger part of the POs depends on the financing by Woord en Daad. Amongst the organisations interviewed one (1) says it is for over 50 percent, the others (5) say 80-90 percent or even more. Some can generate a very modest local financing but argue that their context and working with the poorest sections of the populations gives little possibilities. From the five-yearly financial visit reports and the interviews it may be expected that their financial basis/ capital proper is mostly very low or in some cases even negative.

  This means that the structural development programmes of Woord en Daad finance their activities and, by majoring these by at the most 10 percent, also the larger part of their operational/functioning costs. Some operational costs are covered by the fact that for example the director is a minister and paid (partly) through the church. Financing by Woord en Daad assures also continuity, especially by means of particular elements of the structural programmes: annual financing like the financial adoptions (5000 children per PO is the maximum), financing of education and health facilities and staff etc. In all, there is a large degree of dependency on Woord en Daad financing in most cases.
- Administrative and financial systems are reasonably well developed if a PO is to qualify for any financial assistance; this is ascertained before entering into a partnership.
- Organisations are mostly organisationally structured according to their structural development activities, which are their core activities. One organisation interviewed

says it has a section that is specifically geared towards emergency projects (food security).

Although always done next to other activities, only a few (5-6) POs out of the total of 28 (and most likely out of all 50) are relatively specialised in doing humanitarian assistance. This means that they have some capacity at organisational level reserved for it, and have build up a track record: doing emergency projects relatively frequently, smaller as well as larger projects (e.g. Word and Deed India, IREF, CSI-Sri Lanka has built up experience over the last 10 years).

Most POs however enter into emergency activities on an ad hoc basis, because emergency situations occur (all of a sudden most of the times[30]), and they can not but react. Knowing that Woord en Daad is willing and flexible to assist financially; they will then go into this and do so on a modest scale.

Internally the activity is done by assigning tasks to regular programme staff and/or adding on other staff on short term contracts and/or tendering a large part of the work (e.g. construction activities and supervision thereof).

Although sometimes small, and directed at the regular target groups or at the population in the geographical vicinity, the activity is strategically important for the POs because it strengthens their position and recognition at the local level and towards their target groups. This is one reason why Woord en Daad is also "obliged" to react if possible.

5.1.4 Organisational capacity of POs

It is recognised by Woord en Daad as well as the POs themselves that the PO organisational capacity is very determinant for the success of any activity including emergency activities. Woord en Daad gives attention to this in three markedly different ways. These exist next to each other and show a development at the same time.

1. Woord en Daad has always looked closely at organisational capacity, be it that the emphasis has been on administrative and financial aspects and to some extent on human resources and (the division of) responsibilities in the organisation. This is logical as a major concern was and is to get assurances that financing is used as it should and that reports reflect that reality.

Five-yearly (financial) visit. Very much importance is attached to the five-yearly visits carried out by the Administration and Finance department of Woord en Daad. The time span of five years is also recognised to be rather long; a lot can change in the meantime. The visit reports give quite some information on the factors that play a part, and state what is satisfactory and what is still to change.

Annual visits. In annual visits and intermediate contacts such aspects are followed up. These visits also give the possibility to get to know the organisations better and to discuss developments. On a few occasions the annual visit is used to analyse the PO organisation better. At the same time the knowledge is rather "personalised", as it is shared amongst a few people in both organisations only.

Results have been satisfactory as no big problems have arisen with POs/ the activities they do. If there were problems that were not solved, the relationship with the PO was stopped. According to Woord en Daad this happened only in one or two exceptional cases and was also due to other factors.

[30] Food-shortages can better be predicted as well as some conflict situations

2. Woord en Daad has experienced also that additional questions on organisational capacity arise and has reacted to that through different parts of its organisation:

- New POs are analysed a.o. to know what financial and management capacity is available, to be appraised by the Administration/Finance Section and at Director level;
- In addition: appraisal of new POs also touches on (long term) strategic planning of a PO, its track record, vision/mission, PCM and PME systems applied and policies, etc
- Staff responsible for the different programmes found it sometimes necessary to look at wider aspects of an organisation, including leadership and position towards other institutions, etc. which is then (ad hoc) taken up during work/annual visits for example;
- Institutional financing of Woord en Daad obliged to present a view on the internal and external organisation of POs that had benefited from such funding: TMF external evaluations.
- More punctual support to PO organisations has been given as and when indicated by the PO or suggested by Woord en Daad: a specialist to improve the accounting system, a specialist in housing construction in the case of the tsunami rehabilitation by CSI (the one case related to emergency assistance), assistance provided in other programmes to POs through PSO.
- Evaluations are now promoted by the Advice and Research department and include organisational aspects also. The need to be transparent and accountable as a donor organisation obliges Woord en Daad to have more systematic information available[31].

There have been other initiatives to improve PO organisational capacity. It was realised for example that increase of funding could be incongruent with PO organisational capacity and could let a PO organisation explode. The annual financing of activities has its limitations and would preferably be placed against the background of a long term vision and programme development of the PO. A number of POs have used the organisation questionnaire-checklist of Woord en Daad to have a closer analysis of their organisations. 4 partner conferences have been held in 2007 during which several developments have been discussed, preceded by a large conference in 2005 with most partners and with key partners for MFS financing in 2006. An initiative was taken by Woord en Daad to plan training on Sphere-standards as it was observed that these were not well known by several POs.

3. The setting up of the section of Capacity Building. This section works on several subjects:

- The formulation of a vision on partner policy.
- Setting out a trajectory with new partners to become structural POs and intending to set up an information system per PO.
- Together with the Projects and Programme Section stimulating PO to make multi-annual strategic plans. These could be financed instead of annual financing per project. Part of such an approach would be capacity building.
- The facilitation of external organisational analysis, asked for by some (new) partners.
- The follow up to recommendations from such analyses and facilitate (finance) the measures taken.

One PO interviewed remarks that, because different sections are working on organisational aspects, the number of visits or demands increases considerably. Some more coordination at the level of Woord en Daad is suggested.

[31] But at the same time Woord en Daad does want to prevent too much of bureaucracy .

It is confirmed by Woord en Daad staff that in these different efforts (very) little specific attention is being paid to the PO capacity for emergency activities. Organisational capacity for emergency activities (and policy, if at all formulated) is not specifically and systematically analysed. The general relationship between the PO and Woord en Daad and the degree to which the PO has proven its ability to manage the structural development activities – therefore its more general track record- is determinant in the assessment of a proposal. If judged positive, it is considered sufficient a condition to manage emergency activities.

Not having done emergency activities before is not a criterion for Woord en Daad to advice positively on financing of small, low-cost emergency activities proposed by POs. However, POs that want to do larger emergency projects need to have a track-record in emergency activities also. As and when such a proposal is forwarded and assessed, some more specific attention is paid to staffing and logistics capacity for example, but this is broadly verified on the basis of general data and the general knowledge available with the staff of Word en Daad.

On the basis of the interviews with representatives of POs it is clear that PO s appreciate positively:

- The practical advice given by Woord en Daad as well as their feedback on internal evaluation;
- The punctual support for emergency activities (like the short term support for setting up an accounting system. It is not seen as an interference or control measure;
- Woord en Daad's looking into their internal and external organisation as a financier. It is seen as part of the commitment of Woord en Daad;
- Advice given through dialogue;

5.1.5 Capacity for emergency activities as a criterion.

The recurrent question is to what extent assurance is obtained, that POs do what they agreed to do and more specifically the proof that POs provide the good information (objective, systematically researched etc. instead of opinions and statements) on what has been done and achieved. This assurance is now mainly given on financial matters, not so much on what has been done and even less on effects and impact of interventions.

Irrespective of whether or not an organisation carries out emergency assistance projects the (preliminary) general organisational capacity assessment could therefore look into:

- The potential, proven experience and basic "technical" know how. For example when doing a relief effort the PO should be able to do a good and quick target group analysis and inventory. In case of reconstruction and activities in the field of shelter the PO has to know the factors involved in a housing reconstruction project;
- The logistical capacity to do such activities and/or different activities. The organisation of relief activities demands a very quick and broad mobilisation and extra human resources. In most cases the core staff will get extra work. Given the small size of the organisation and leadership styles, especially the function of the director can easily be "overstretched".
- The network and collaboration with other organisations, especially a good relationship with the government.
- The possible risks involved. There is a lot of "image" to gain but as much or more to lose, which can have a detrimental influence on regular programme activities as well. The position and image (ascribed to) of the PO, as looked upon by its organisational environment and also the targeted populations, are very important in that respect.

5.1.6 Capacity building and organisational development

Woord en Daad could more explicitly ask POs, - especially those specialising in emergency assistance-, to see what and how changes can be made. POs interviewed express the need to look at their capacity for emergency activities in a broader perspective of organisational development. Their suggestions:

- to prepare organisations better in their planning for emergencies and in particular how to reserve financially for it, as well as logistically and mobilise the human resources;
- idem, to have a look at the place of activities on disaster prevention and/or preparedness in their particular activity package; now most of the organisations do relief or rehabilitation only;
- practical knowledge on how to handle different types of emergencies;
- to assist in finding other partners in case of an emergency and structure relationships and collaboration with them;
- general knowledge on emergency assistance and organisation;
- in general, how to become a (more) professional organisation.

Asking more systematic evaluations of emergency projects may have been induced by Woord en Daad, but should in the end be the full responsibility- and part and parcel of the capacity of any PO as well.

As this evaluation has not done a full survey of all POs such a complementary survey could be done; most likely some more ideas will come up. Some POs may want to get organised for strategic changes like doing emergency activities on a much larger scale and/or in other parts of the country or region.

This could be followed up by a broad perspective of capacity building activities either done for a combination of POs or on a case by case basis: the training of staff, developing specific procedures, organisational advice, punctual reinforcement of the organisation etc. Instead of providing assistance by itself, Woord en Daad could also facilitate POs to participate in initiatives taken by other specialised organisations in a particular country (e.g. on the issue of disaster prevention other organisations may be more specialised).

As the same type of issues apply to other programmes of POs, and has an influence on their organisation as a whole, this type of “capacity building” would better be labelled “organisational development” (coordinated by the Capacity Building section of Woord en Daad).

5.2. Collaboration

5.2.1 Structuring the collaboration

Given certain circumstances and emergencies as well as whether or not a (good) PO is working in a particular area where an emergency occurs, Woord en Daad collaborates with other national and international organisations. Different formulae have been developed.

As and when fundraising for emergencies is concerned there is often a joint media campaign with the Netherlands based ZOA Refugee Care, Red en Kind and TEAR. The organisations receive funds in separate accounts however and are also free in the use of these funds, although the organisations try to coordinate this.

Following a suggestion made during the interviews, the perspective of this collaboration could be that organisations commit themselves (stronger) to jointly covering the risks of shortages of funds allocated during relief situations.

Operationally Woord en Daad works with different organisations depending on the situation. Not having a PO in Iran, nor having the intention to continue working there, but having received funds Woord en Daad collaborated for example with Medair from Switzerland in a relatively large programme. These are one-time collaborations although other cases in future cannot be excluded.

The operational collaboration with ZOA exists since a number of years. Attempts have been made to collaborate in 11 projects, of which 3 did not materialise. The principles of the collaboration have been agreed to in a protocol. Two cases are distinguished:

- ZOA, being specialised in relief, receives funding from Woord en Daad in a specific fundraising situation/country and Woord en Daad involvement stops there. It may be a situation where ZOA is present with its own implementation capacity while Woord en Daad does not have a PO also. In again another situation ZOA may decide to channel its own funds through "a Woord en Daad PO" but has decided not to continue in the next phases of assistance. Woord en Daad arranges this with the PO. A recent example is the funding through CSS Bangladesh for relief after flooding. In both cases the PO has a clear communication line.
- Woord en Daad has the intention to be involved for a longer time but the first phases will be done mainly by ZOA. This occurs in situations where ZOA has its own implementation capacity but does not want to stay on longer than necessary (max. 8-10 years) and after having created local organisational capacity. The partner can be a new one in a country where Woord en Daad wants to start, or an existing partner with whom there is overlap in activities and/or geographically. The interest of Woord en Daad may be the continuation with that partner and entering into long term development projects afterwards. Hence Woord en Daad is (co)financing through ZOA and involved in strategic choices.

The reasons to work like this are: to be practical, have less cost (compared to two times setting up and managing an intervention) and clarity towards partners.

The organisations are in some respect complementary, ZOA being more geared towards relief and rehabilitation and Woord en Daad more towards long time partner relationships and structural development assistance. One advantage mentioned is also that knowledge can be shared when joint projects are done. The present collaboration works well according to both partners as per case win-win situations are developed.

N.B. To what extent collaboration works well has not been analysed during this evaluation, partly because of too few cases included in the sub-sample. A review of all experiences until now, commissioned by the two organisations, could shed more light on it. It could be analysed together with other collaboration structures, covering also the structural development programmes.

The perspective could be to start a discussion on a process of operational specialisation in which Woord en Daad concentrates exclusively on more structural situations and ZOA on relief and rehabilitation. This would imply that the two organisations present themselves together towards both their supporters and the field. This could mean also that all of Woord en Daad emergency assistance is completely handed over to ZOA. Although this type of tendencies are actually not discussed and differences between the two organisations are also playing a part, it could be put on the agenda, especially in relation to better donor coordination and harmonisation between international NGOs.

5.3. Response

5.3.1 Coverage

During the reference period the focus of Woord en Daad has been on relief and rehabilitation activities in Asia. In the sample the picture is in particular influenced by the 26th December 2004 tsunami; a total of 15 agreements (eight in Sri Lanka and seven in India) relate to the tsunami.

The start of the overall process is primarily dictated by the occurrence of disasters and by whether or not a PO is active in a particular country where an emergency occurs.

The PO's presence in a particular country does not by definition mean that all of the country / the emergencies occurring there would by definition be covered; every time the position and capacity of the organisations has got to be determined. Referring to the list of countries[32] - including both direct and indirect implementing partners- the number is limited to 1 PO in most countries (e.g. Burkina Faso), in others there are up to 4. In the large Indian subcontinent there are seven listed, but they have a limited intervention area; many states are not covered by them. For example IREF and AMG India both work in Andhra Pradesh and will for emergency projects try not to overlap by working in different districts of the state. At the same time these organisations would not be in a position to work in all of India and react to emergencies occurring there. Depending on the same factors organisations may in other cases have access to other areas or even countries. Thus Word and Deed India has interfered in Gujarat (earthquake) and CDA (Colombia) went recently into Peru.

The table below shows the volumes spent on emergency projects (all 90 agreements- during the reference period) through POs and international NGO's in countries where there is a PO ("Woord en Daad country") and in countries where there is no regular PO ("non-Woord en Daad countries"):

- Most relief and rehabilitation projects were executed also through the POs and are in that respect done the "regular way" (case a).
- In a few cases a local partner was found not having the status of a regular PO (as yet-case b). Zambia was a so-called "non Woord en Daad country" when the first relief project was carried out (2003) but became later (2004) one of the Woord en Daad countries
- However, in some cases, projects were carried out by international organisations working in the country where Woord en Daad has got a PO (case c), but who were found not apt to do the particular project/could not spend the entire available budget/ others were better placed (e.g. ZOA Ethiopia).
- Some especially larger projects were done by international organisations in non-Woord en Daad countries, them being specialised organisations and/or having made a separate agreement in the framework of collaboration: Afghanistan, Indonesia, Iran, Liberia, Pakistan and Angola.

It is clear that the coverage and response to emergencies has been maximised through making use of different types of partners. Funds received for emergencies in countries where Woord en Daad itself is not active or is not having an operational PO were thus used as intended.

Table 2. Distribution of money spent on relief / rehabilitation projects by type of country and type of partner (x €1,000)

Woord en Daad country	Local partner	Non local partner	Total
Yes	(a)- 7,791	(c)- 340	8,131
No	(b)- 44	(d)- 959	1,003
Total	7,835	1,299	9,134

Source: Woord en Daad evaluation unit- Terms of reference phase 1.

[32] Annex 9 of Beleidskader 2007-2010

In its policy plan for 2007-2010 Woord en Daad emphasizes the need to continue working with the existing PO's on the one hand. The number of PO's will however be increased with 10, especially where few interventions are taking place, notably in parts of Africa. This policy is now implemented: potentially new POs have been identified already and with some the trajectory to become a full PO has been started.

The increase in the number of POs/countries and working through collaboration with another International NGOs implies also that emergency projects will take place in new regions/ countries. This means a potentially larger coverage of emergency situations, especially in African countries, which has started already towards the end of the reference period.

6. Programme implementation and management – Woord en Daad

Programme implementation and management at the level of Woord en Daad consists largely of activities that follow the project cycle: Preparation, financing and feedback through monitoring and evaluation. The on-the-ground execution of relief and rehabilitation activities and their day-to-day management are done by the partners.

At Woord en Daad organisation level Projects and Programmes, the Administration/Finance as well as Fundraising/Communications sections are doing activities in this respect.

The Project Manual of Word en Daad describes[33] what the different stages are in the identification and formulation phases, leading to a decision to finance (or to the rejection of a proposal), as well as the follow up through monitoring of the activities and the use of the financial means by the POs.

Important are the "instruments" used by Woord en Daad. These consist of keeping contact, analysing and giving feedback on reports, further funding, visits and the evaluations afterwards. In some cases Woord en Daad finances organisational support to the PO. The main question is whether these activities provide sufficient steering, to assure effective, efficient, sustainable, relevant and quality interventions by the POs.

Following this sequence the actual implementation and management over the reference period is analysed as far as possible on the basis of the sample dossiers available, information available in Woord en Daad, as well as the interviews with staff of Woord en Daad and representatives of the POs.

6.1. Preparation

6.1.1 Identification-initiative

The principle, that everything is done through POs, does not necessarily mean that the initiative to finance relief or rehabilitation activities is always expected to come from them. It means however that not many activities will be completely outside the area where the PO is already working, although in some cases such initiatives are also occurring (CDA from Colombia started activities in Peru recently, Word and Deed India from the state of Andhra Pradesh working in Gujarat in 2001-2002) though this was through contacts of COUNT, who has a project in Gujarat and provided translation, while Word and Deed India provided project management. In a few cases, where there were no POs, Woord en Daad has set up activities through another international INGO (case of ZOA, Ethiopia).

From the sample of agreements-dossiers it appears that it is not in all cases possible to know who initiated. There may have been contacts over the phone or by mail which are not filed in the project dossiers. However, in the sample the vast majority of the proposals appears to have been an initiative of the POs. To some extent this is logical:

- Representatives of the POs that have a longstanding collaboration with Woord en Daad, indicated that they know what Woord en Daad is willing to finance and on what conditions
- They know what they can expect and what is expected from them.
- Especially in cases in which a sudden emergency occurs, the POs are the first ones to know it and to be confronted with it, amongst others through their relationships with parts of the target groups of other programmes like the child-sponsorships.

[33] Project Manual W & D 2003

It was found that at least in six cases in the sample (13.3 %), Woord en Daad first offered assistance and subsequently the PO lodged a request/proposal. The offer may consist of a telephone call followed by a mail or a letter. Reasons for this are:

- There is still a balance of funds advanced and not used from a preceding emergency project agreement or not all the funds that were available have been allocated in first instance. So these funds can in principle be used for complementary activities in the same emergency situation. e.g. the case of food security for which POs in Burkina Faso, Zambia and Ethiopia were approached.
- Funds have come in through fundraising even without Woord en Daad having specifically asked for it. So funds are available without the POs knowing this; in that case Woord en Daad sees it as an obligation to find possibilities for spending. Only if no such possibilities occur will Woord en Daad search for an alternative and inform those who contributed or will refund donations.
- Woord en Daad feels an obligation to contact the POs as early as possible, even if and when no funds are yet available. This may happen in the very first hours after an emergency, to show that one is aware of the problems and ready to assist. (Often at Director level - E.g. the case of the tsunami emergencies in India and Sri Lanka all relevant partners were contacted within 24 hours of the disaster.)

This pro-activeness will also depend on whether or not the disaster is known (reports in the press) and/or the size of the emergency as well as the probability that there will be coming funds forward; all these factors determine to what extent funds can (possibly) be raised (see also .. on fundraising).

The possibility to react is left up to the PO who can refuse the funds; e.g. Word and Deed India initially refused to be active in Tsunami; only later on the organisation took up a housing project in Tamil Nadu. Likewise GSPI refused to use more funds towards Tsunami projects as they saw over-funding in Kerala.

Initiatives taken by POs for relief projects consist often of a letter/A4 size proposal. Also in case of rehabilitation projects the request is generally first done in an A4 format that gives a broad idea. Exceptionally a full proposal is lodged right away[34].

This is a very straightforward and practical start of the process as it becomes clear right away what the possibilities are (or not) so that further action can be taken accordingly. PO representatives perceive this way of working also as a strong point. It is also possible because the two parties do know each other already and have regular contacts.

6.1.2 Proposals

The Project Manual includes a structure for a *project application or proposal*, listing the various subjects that should be dealt with.

On the basis of the sample it should be concluded that hardly any application meets all the requirements of the structure. Some applications are rather brief and basically just a letter of request for assistance with a few, often general, data. In the sample, about one third of all project agreements (relief and rehabilitation) is not supported by a proposal, which sufficiently conforms to major data required by the Woord en Daad format.

In general it seems that W&D is rather accommodating *vis-à-vis* the requirements of the application structure. A couple of times POs have been informed that in a particular case a project proposal is less of a priority and that a mere request does suffice.

[34] E.g. In one case a proposal for food security was proposed, which was similar to other, earlier proposals.

It is also realised that for relief projects, - which have to be started right away-, all details can not be produced on the spur of the moment and that a quick reaction is essential (see also fig. 7). Relief activities are based on a very first scan of the emergency situation as well as the PO's general knowledge of the area and target groups. The intervention is generally also reasonably standardised.

For rehabilitation projects more preparation time is in principle available and used (see also fig 7), so a full proposal might be expected. Such projects demand on the average more financing than relief projects. During assessments it appears that only exceptionally all aspects of the format of Woord en Daad are actually treated, e.g. a log frame is exceptionally found. The reasons for this are not quite known. One is certainly that the habit has not developed in some POs and/or that earlier requests were financed also. However, over the years some POs show an increased aptitude to provide full proposals. One PO interviewed has a member of staff, who is specifically hired for this reason and better planning in general.

As it is understandable that for relief situations, especially for smaller projects, no full application is needed, the option could also be to develop a different format for these cases, instead of scoring N.A. on the present format. Woord en Daad could then be more adamant in asking the POs to provide details on certain aspects in later instance through progress reporting (done already) and for example spot measurements of the profile of the target groups reached, the appreciation of the people who have received something, etc.

The standard application form/proposal should be required for the rehabilitation/ preparedness/ prevention projects as it is also for the POs a tool to properly set up an intervention. It provides Woord en Daad with the possibility to do a proper assessment. It serves to organize and plan assistance in such a way that the affected population is helped as best as possible.

6.1.3 Preparation time

From the sample of agreements it appears that relief proposals are coming in relatively quickly; in quite a few cases (8 out of 13) it is within 5 days after the emergency. The cases with the highest number of days are: (i) 11 days, CoU/KDDO, Uganda, armed conflict, (ii) nine days, P&A, Haiti, floods, (iii) nine days, IREF, India, cyclone, (iv) seven days, LEADS, Sri Lanka, floods, and (v) six days, CSI, Sri Lanka, tsunami.

Quite a few (5 out of 18) rehabilitation requests/proposal also come in a reasonably quick time (that is less than 3 months after the emergency), depending on the type of project and the degree to which the proposal has been elaborated already. 7 proposals took between 3 and 9 months. The six cases which took the longest (more than 9 months), were all follow-up proposals after relief/rehabilitation was done. In all, preparation time for rehabilitation projects seems to have been within reasonable time limits.

Table 3. Time between emergency and proposal per relief and rehabilitation in calendar days of agreements in the sample

Relief		Rehabilitation	
nr. of days	nr. of cases	nr. of days	nr. of cases
0	1	12-53	3
2	4	65-74	2
3	1	111-176	4
4	1	214-292	3
5	1	293-659	4
6	1	over 2 years	2
7	1		
9	2		

11	1		
total	13		18

N.B. In six relief cases the time is not known. This concerned usually disasters like droughts which gradually developed. Consequently an exact reference point is hard to fix. A seventh case is excluded from the table because the relief component was a sequel to earlier assistance.

Seven rehabilitation cases are excluded. One case concerned additional funding. In six cases the time was hard to fix. The six cases which took the longest (more than 9 months):

a. Over two years. W&D India, earthquake. Water Shedding & Irrigation. Housing was done first;
b. Over two years. P&A, Haiti, floods. The request was related to two disasters: a cyclone in September 2004 and a cloud burst in September 2005. The cyclone occurred two years before this request was lodged;
c. 659 days; CSI, Sri Lanka, tsunami, additional housing;
d. 450 days; CSI, Sri Lanka, tsunami, school materials;
e. 320 days; AMG, India, tsunami, second phase (additional), amongst others a centre and cattle;
f. 292 days; CSI Sri Lanka, tsunami, income generating.

6.1.4 Assessment

Any project requests and proposals are appraised by Woord en Daad according to a number of criteria formulated in the Project Manual. These criteria are also part of the *assessment form,* which is the instrument to appraise the requests or proposals. The larger part of the criteria are at the same time meant to steer on content or substance matters and therefore very important.

In the period 2003-2006, two different formats have been used. As far as the "conditions *sine qua non"* is concerned, one form does not include the assessment of the diaconal character. With respect to the "substance" criteria, self support and/or local financing is left out. The newest forms, however, do include two additional criteria: (i) knowledge and expertise of the PO on the activities concerned, and (ii) training or capacities of the project staff.

The criteria are divided into:

- Conditions (6) that have to be fulfilled in all cases. Examples are: whether the proposal comes from a PO, whether it targets the poorest of the poor, etc.
- General topics or criteria (15). Whether the proposal is according to the Woord en Daad format including a log frame, the description of monitoring and evaluation, know how and aptitude or capacity of the PO to implement this particular project etc.

In line with the suggestion done earlier, to include organisational capacity for emergency situations as a criterion, the type of emergency could also well be added as a criterion. In that way it can be assessed also whether or not the PO and Woord en Daad have got specific experience in this emergency situation and proof of their value-added.

On the basis of the sample of 45 dossiers, the applications have been reviewed for a number of these quality criteria:

- *Poorest target groups*. From the sample of dossiers studied it appears that the interventions are indeed intended for only the poorest of the poor. The target groups are in general terms well demarcated in the proposals, because they are all communities or

populations which have been affected by disasters. Most activities concern micro-level interventions and don't cover the entire disaster area. Several requests/proposals fail to explain how and why, and sometimes which, project localities are identified. All requests/proposals indicate the total number of beneficiaries. These are often just a part of all affected persons.

While several applications present selection criteria, many have omitted to do so. The POs say they know the area and the families, sometimes the ones who have been hit belong exclusively to the 'regular' target group (e.g. landslides etc. Guatemala), most are evident just by observing the situation (e.g. people in camps), POs relate to others like the government who are (assumedly) better positioned to know and/or sometimes a quick survey is done.

However, poverty is a relative concept. Poor farmers, which are also amongst the targeted groups, are not necessarily a community's poorest of the poor. Landless people, casual labourers or day wage labourers are most probably still less better off. Likewise people in housing construction rehabilitation projects are also and most likely not necessarily falling into this category (they most likely owned a house before), although their needs are very urgent and substantial. For that reason, this criterion is not always easy to operationalise. For one case in the sample it would appear evident that groups chosen should not have qualified (relatively well-off farm owners in the case of an activity for water shedding, Jaru village, India). A choice has to be made to what extent emergency projects should give priority to either one of the criteria (affected vs. poor or vulnerable).

Another factor is whether indeed the target group is exclusively reached by the POs assistance or whether also others do (exactly the same or on different conditions). In some rehabilitation activities like housing in which the government or others have a coordinating task (assigning villages like in the Gujarat earthquake case) the risk of overlap may be less. In many emergency situations there is overlap and in the proposals it should be clear that this is not the case.

For the reasons mentioned above, it would be good to demand more details, not only on the profile(s) of the target groups, but also on the way in which other activities are organised and coordinated. This provides a basis for later checks.

- *Vulnerable groups*. Vulnerable groups are mentioned in about 26 % of the project requests or proposals. These groups concern malnourished mothers, pregnant and lactating mothers, female headed families, malnourished children under five years of age, orphans, elderly, disabled, widows, and chronically ill (including HIV/Aids affected). In about 15 % of the requests/proposals, vulnerable groups are actually also considered in the design of the activities. This percentage includes three projects (GCPDO, Zambia and CREDO, Burkina Faso) which were involved in blanket feeding (provision of food to a specific category within a certain population). From the mentioned percentages it follows that in about 58 % of the request/proposals in which vulnerable groups are mentioned, no particular attention is subsequently paid to the vulnerable groups in the design of the activities.

- *Needs assessment*. In about 55 % of the request and proposals, a needs assessment having been done is mentioned in one way or another. Few details are usually provided. Reference to needs assessment is basically limited to short remarks like: "visits by staff", "a field assessment was carried out", "information collected right after the disaster", "needs surveyed", "a detailed survey or a rapid assessment was undertaken", and "met with local leaders, local authorities and government agencies".

Needs assessments were most frequently undertaken by the POs themselves. In three cases the assessment involved respectively an external consultant, W&D, and the Gujarat Institute of Desert Ecology. Information in the dossiers lacked to gain insight in the relation between assessment and request or proposal. It is therefore hard to say in how far proposals are based on actual figures and needs, or whether an assessment just served to estimate the needs and the inputs required. At the same time it is not to be excluded as well.

Needs assessment is a vital instrument in rendering assistance to victims of emergencies. Together with the project proposal, it constitutes the foundation for an intervention. Both the assessment and the proposal are instruments which largely determine whether the needs of victims are ultimately met.

- *Empowerment* is both appraised under conditions and under general assessment.

  Empowerment relates above all to structural development activities. In humanitarian assistance it also has relevance but often more in an indirect way. Moreover, humanitarian assistance in relation to a long term empowerment strategy seems conflicting, one reason being that in most cases dependency is rather reinforced.

  In the proposal the risk of increased dependency should be well analysed.

- Both *participation* and *sustainability* are criteria, just like empowerment, which not always fully match humanitarian assistance.

  Participation is critical in safeguarding the result of any intervention, including rehabilitation. Particularly in case of acute emergencies, however, full participation is not the first priority. In the format for relief projects this could therefore be left out

  Sustainability does, per definition, not apply to relief activities. Rehabilitation should of course be assessed on sustainability. Relevant are for instance ownership, and maintenance and operation, organisation of the exploitation, etc. depending on the type of project.

- *Effectiveness and efficiency* are combined in one criterion and usually positively appraised during assessment.

  The effectiveness of the described activities is generally rather self-evident, but could nevertheless be better explained in some cases.

  For efficiency in particular most proposals do not include the necessary information to allow that assessment. Efficiency concerns for instance the implementation process, methods applied, or logistics as well as the cost aspect. In most applications, implementation and management is only briefly described and short of details. There would not be a comparison of alternatives if any. Not all budgets are also sufficiently specified or detailed. On occasion Woord en Daad queries particular cost, compares prices of houses, or requests to describe the implementation in the progress report. Nevertheless also such proposals are often scored positively, which is logical as otherwise it would be hard to approve the proposal. In this case Woord en Daad argues that it knows to some extent what the situation is like, that time is short and more important, that the organisation is known to do things properly and thus that the PO is trusted to a large extent. In addition Woord en Daad argues that especially financial monitoring and field visits allow to some extent to take corrective measures in consecutive phases if needed.

In any case it would be better to distinguish effectiveness and efficiency as separate criteria, which also allows the PO and Woord en Daad to build in differentiated checks and conditions if need be.

- Attention for *monitoring and evaluation* varies in the proposals. Some organizations describe to a certain extent the monitoring of the intervention, others state that monitoring and evaluation will be in accordance with the donor requirements, and several don't address monitoring and evaluation at all. In particular the monitoring and evaluation system of the organization itself is hardly or not brought to the fore.

  Also in such a case POs reason that this seems superfluous as they are known to Woord en Daad, because they have a long term working relationship. Woord en Daad does also not pose too many questions on it as it says it knows the organisation; consequently the advice also mentions that and scores this criterion positively. Nevertheless, the Advice and Research section of Woord en Daad is now in the process of strengthening the monitoring and evaluation of partner organizations, also in view of the fact that very little "hard" information generally becomes available through reporting and evaluations done.

By and large the Woord en Daad assessment of these criteria appears to include a certain degree of ambiguity. Sometimes these criteria are considered non-applicable while at other times (more so in the first half of the reference period), they are assessed and considered relevant and positive.

Gender. The Emergency Relief and Rehabilitation programme does not mainstream gender. None of the agreements in the sample of 45 agreements are also gender differentiated. Women are often also not particularly mentioned in requests or proposals. Attention is in a few cases obvious from budgets (e.g. women's clothing distributed during relief) and progress reports (e.g. women included in training).

That very limited attention is paid to gender is of some concern. It is a known fact that both in relief assistance and rehabilitation women often do not have equal access[35]. The sub-criterion could then well be (to describe) the degree to which various groups can access relief and / or reconstruction activities and the accruing results thereof, and the specific activities that make this possible in case limitations do exist.

Stakeholders. How strong the role of stakeholders is in the drafting of the project proposal is hard to establish. In approximately 40 % of the projects, the POs refer to visits or discussions and co-operation. The latter, however, is usually not explicitly explained in connection with the plan for an intervention. Local government or government officials are the predominant stakeholders referred to. Beneficiaries, communities, committees, community workers, village leaders, church leaders, pastors, and evangelists are the second group of stakeholders put on record. Local or international NGOs are hardly mentioned.

Coordination. Especially in the case of major disasters the number of organisations that intervene is often enormous and leads to rather extreme forms of competition. The issue of co-ordination is addressed in six project proposals. Apart from that, the avoidance of duplication or the presence of other NGOs in the area is remarked in a couple of cases. Woord en Daad insisted a couple of times on co-operation with other organizations.

[35] Women generally have less access to material and social resources than men (Byrne, 1995). However, relief assistance has for instance been delivered directly to male heads of households. It is not uncommon that only male heads are registered. Women then do not have access to resources in their own right. Food or other resources distributed through men have often failed to reach the intended beneficiaries and instead have been siphoned off to be sold on the market.

Given the increased need and commitment to coordination on the ground and as donors, this aspect should receive wider attention in all proposals, proving that it has been researched and giving sufficient explanation that it is this PO that is best placed to do these activities in the particular situation.

Linkages and entry- and exit strategy
From individual project proposals it is hard to establish how firm linking relief, rehabilitation, and development (LRRD) was. In most agreements LRRD strategy was not explicitly addressed. Probably because the POs were already present in the area, associated with the population, and would or did already continue with development activities (although not necessarily linked with the beneficiaries of the emergency interventions). A distinct link between rehabilitation and development is stated in about 15 % of the proposals. A distinct link between relief and rehabilitation is voiced in about 9 % of them.

In the proposals organizations do not explicitly state an entry strategy and only a limited number explicitly refer to an exit strategy. Apart from the needs and plight of the affected population, particular reasons to enter the disaster area are generally not forwarded. In a few cases it is explained that the affected area is near or next to the organization's office, or that activities had been taken up after the organization had first come to the assistance of another NGO. However, the vast majority of the organizations is already associated with the areas that have been hit. E.g., they have previously been involved in activities in the area or it concerns the organization's area of operation or target population (they have ongoing development projects in the area, or beneficiaries of development activities are the victims of a disaster).

Similarly an exit strategy does also not apply to the majority of the organizations because of their presence in the area and existing association with the affected population. In some 13% of all agreements, the organization declares that it will not continue activities in the area. About an equal percentage considers further activities or is going to take up development activities.

This aspect or criterion should nevertheless and even if obvious for the PO's and Woord en Daad be check and described in each proposal.

6.1.5 Discussion
Across the board, most criteria appear not to have been too strictly elaborated in the proposals or requests, so that the basis for the assessment was sometimes weak; nevertheless the assessments would be scored. Mostly the assessment would still be positive; sometimes there would be some conditions and remarks to be taken into account during later stages. Generally the attitude of Woord en Daad has been to proceed to decision taking and a positive approach of both the situation and the POs stand.

This is not to say that Woord en Daad is taking too large risks in this phase of the decision making process. A balance has to be struck between full elaboration and the moment at which decisions can be made, which make it possible to respond to the emergency situation and really do something. A decisive argument for Woord en Daad is the longstanding partnerships and that the POs general capacities and their track record are well known. In addition there is mutual trust.

It is clear to both parties also that the POs are in most cases financially dependent on Woord en Daad also for their other programmes and general functioning so that there is a large need to handle things properly. Woord en Daad argues at this point also that sufficient monitoring instruments exist to correct things afterwards. There are not many cases that have put Woord en Daad wrongly afterwards also, which makes it difficult to press for more (formal) vigilance or "bureaucracy".

In the intermediate exchange between the PO and Woord en Daad additional information on a restricted number of topics is generally asked by Woord en Daad, showing also that Woord en Daad knows the variables at stake. In most cases in the sub-sample (N.B. of approved projects which make up the sample!) the information is then readily forthcoming.

It would nevertheless be good to insist more on a better description of the intervention and the reasons why. Sufficient data should be provided in order to proof that. The PO should give an explicit confirmation of their capacity, that they can do this particular emergency project (track record, staff available, timeliness, risks, instruments, relations with others, financial position).

Whether an eventual scoring and weighing system of the criteria would help to improve the quality and level of elaboration of the proposals and thereby the assessment remains to be seen. In the end good project planning, also operationalising the criteria mentioned above, has to be an intrinsic feature of all POs, eventually to be developed further with assistance of Woord en Daad.

6.2. Financing

6.2.1 Advice and financing decision

The assessment form includes a format for the advice, into which further observations can be entered as well as the final outcome of the assessment (positive or negative).

From table 4 below it can be concluded that Woord en Daad advises and decides quickly on the relief projects. Out of 16 cases 6 decisions are taken even on the same day and another 6 within 3 days after having received the proposal.

A Woord en Daad "rule" is that requests of up to € 50,000 should be advised upon, concluded and communicated within two working days. Generally this has been the case. As was seen in table 3, generally the time taken between the occurrence of the emergency and the proposal is also rather short in cases of relief which means that the total time is often very short as well. In some cases the actual implementation by the PO has started already before that, according to various letters; which means that theoretically the POs take some risks but generally intentions have been expressed already then by Woord en Daad[36].

In two cases the approval came rather late. Nineteen days was needed for approval of an IREF (India) project. This concerned relief items following a cyclone that was not reported in the press. For Woord en Daad it was hard to raise funds. The approval taking up the highest number of days (22) is the first distribution of cereals by CREDO. Although funds were available and the proposal was earmarked as relief, the urgency was somewhat less as it concerned projected structural food-shortages rather than immediate loss of food.

For many rehabilitation projects the time to take the financing decision is short as well: less than a month in 9 cases out of 23 and between >1 till 3 months for another 8. Only in a few cases (2) the time period is much longer: for two CSI interventions in Sri Lanka (community centre and income generating). These were activities in a series of activities initiated after the tsunami, which awaited a.o. further analysis of the necessity, design (cost estimation) and proving the direct relationship with the tsunami.

[36] The Partner Agreement however states that "Verbal requests nor verbal promises for financing have any legal status nor lead to any obligation". Only a project agreement duly signed can do so.

Table 4. Time between proposal and approval per relief and rehabilitation in calendar days

Relief		Rehabilitation	
nr. Of days	nr. Of cases	nr. Of days	nr. Of cases
0	6	12-28	9
1	1	32-57	8
2	3	62-83	4
3	2	122-252	2
4	1		
5	1		
19	1		
22	1		
total	16		23

Source: analysis of sample dossiers, 1st phase

N.B. Four relief cases are excluded from the sample. One case was a sequel to earlier relief and included also rehabilitation (Iran). In another case the approval was based on a redrafted proposal (health, Haiti). A third case concerned a phase II activity (AMG India). The fourth case was a continuation of the distribution of cereals by CREDO.

Two of the rehabilitation cases have been excluded because they concerned (i) a revised housing project budget (GSPI, India), and (ii) an additional phase (AMG India).

In all, going by approved projects in the sample, performance of POs and Woord en Daad has been very good[37], also considering the amounts involved in some cases and. In any case a balance has to be struck between elaborating proposals and approval trajectory and the need to respond to emergency situations as well as the amounts and risks involved. As Woord en Daad has a partnership agreement with most POs the possibility to know what is going on is comparatively large during the phases of actual implementation and therefore to acquire more information or to adjust matters if need be.

6.2.2 Financing agreement

Most POs have a *Partnership Agreement* with Woord en Daad, which expresses a general agreement on the correct and accountable use of funds. In it the PO declares that it has or will develop the necessary capacity. A number of conditions to verify that capacity are mentioned.

The POs and new partners can however only obtain funds by signing a financing agreement. As and when the advice is positive, a financing agreement is drafted and signed between the two parties.

In the case of emergency projects, and until now also for structural projects, *annual financing agreements* are made. As all relief projects will demand a very short implementation, this will generally fall within one agreement. By far the larger part of the rehabilitation projects have a short implementation period too. In some cases (like housing construction) the POs try to plan the implementation in one year so that one agreement is sufficient. However, such projects are in practice rather complicated and time consuming, so that carryovers to a next year are necessary.

The just over one-page financing agreements summarise general data on the project and the situation. The approved amount is mentioned as well as the *type and frequency of financial and physical progress reporting* of which the formats are attached. The project/terms of

[37] It would be good to be able to compare this to the performance of comparable other organisations; most likely the performance by Woord en Daad is very good.

reference are described in terms of context, objectives, results and activities and indicators. Respect of the annexed financial reporting schedules is mandatory for further financing.

Woord en Daad has clear internal approval procedures, so that approved amounts are entered in the Woord en Daad financial and project systems.

Depending on the type of project, the amounts involved and the PO as well as sometimes the degree to which Woord en Daad has been able to obtain a picture of the project, or the risks involved, the *financial reporting* frequency is established and added to the agreement as an integral part. The frequency varies therefore from project to project. The requirements about financial reporting usually also include an *auditors report* at the end of the financial year of the total organization, in which the project must be integrated but clearly distinguished.

Likewise the contents of what is called (physical) *Progress Report* are broadly indicated. Progress report requirements vary widely. Some examples of requirements are: short regular updates and some narrative interim reports; only once; weekly, monthly or quarterly updates; and, first monthly updates, subsequently quarterly reports.

In some cases a *Final report* is also required. Occasionally it is added that the final report has to be submitted three months after completion. The progress (sometimes progress/final) report form contains directions (usually posed as questions) pertaining to the contents of the progress report to be produced. Commonly they concern results and indicators. Photographs and testimonies are also often requested. Occasionally matters on which more information is needed are stipulated, which the request/proposal failed to address (e.g. description of the implementation).

By distinguishing the two types of reports (financial and progress) and not explicitly including financial data in the progress report, the full analysis of progress by which the PO combines the physical and financial progress elements is not incited. Woord en Daad would have to do so itself.

6.2.3 Allocations

In the period reviewed (see table 5) below for the reference period 2003-2006), total expenditure/allocation on Emergency Relief and Rehabilitation amounted to € 9.134 million in 4 years, and therefore on the average even more than 2 M per year. However, the year 2005 stands out, when just over € 5 million was allocated. To a large extent this concerned assistance following the Tsunami disaster of December 2004. Expenditure in the other years ranged from € 0.7 - € 1.9 million. In the reference period, € 1.4 million was spent in Africa, € 6.9 in Asia, and € 0.7 in Central and South America. Again, this distribution, with a large focus on Asia, is due to the Tsunami disaster.

Table 5: Distribution of funds allocated to relief / rehabilitation projects by year, region and country (x €1,000)

Region	Country	2003	2004	2005	2006	Total
Africa	Angola	56	132			188
	Burkina Faso			40	130	170
	Ethiopia	265	316	45	179	804
	Liberia	50	98	21		169
	Uganda				5	5
	Zambia	44		41	46	131
Total Africa		415	546	146	360	1,466
Asia	Afghanistan	109	97	70		275
	Bangladesh	54	18	246	33	351

	Philippines		25			25
	India	110	303	2,868	190	3,472
	Indonesia				10	10
	Iran		190			190
	Pakistan				127	127
	Sri Lanka	14	25	1,489	967	2,495
Total Asia		287	659	4,672	1,328	6,946
Central / South America	Colombia	4	11			15
	Guatemala			53	117	170
	Haiti		277	149	89	515
	Nicaragua				21	21
Total Central / South Am.		4	288	203	227	722
Total		706	1,492	5,021	1,915	9,134

Source: Woord en Daad, Research and Evaluation unit- Terms of reference phase 1.

These figures include a total of 90 approved agreements during that period.

Analysing the agreements in the sample as to the nature of the activities and amounts per agreement the following picture arises (see table 6).

Table 6: Nr. Of agreements in the sample per agreed amount of budget and per type of activity

budget in €	**relief**	**rehabilitation**	**rel./rehab.**	**Rehab./development**	**development**	**total**
0 - 20,000	5	3	2			10
20,001 - 50,000	7	1	1			9
50,001 - 100,000	3	5			2	10
100,001 - 500,000	3	5		1	2	11
500,001 - 1,000,000		3				3
1,000,001 +		1		1		2
total number	18	18	3	2	4	45

Source: Sample dossiers/Report first phase of the evaluation

Assuming good sampling has been done, it can be stated that:

- agreements/budgets vary from € 4,162 (relief, Cartagena de Indias, Colombia) to € 1,162,791 (construction of houses, tsunami- Batticaloa region Sri Lanka);
- Relief projects are generally smaller in terms of costs compared to rehabilitation projects. None of the relief interventions/ single agreements carry budgets over € 500,000 which would be exceptional even as almost all are under 250.000;
- Five rehabilitation agreements (including one with a development component) show approved budgets of over € 500,000. Two are from 2001 (Gujarat earthquake, India both done by the same organisation-Word and Deed India) and three from 2005 (tsunami, India and Sri Lanka). The only or at least the main component of all five agreements involves the construction of houses, which – if a reasonable number of houses is constructed – always involves ample investments;

6.2.4 Financing decisions

In most cases in the sample the requested amount was fully approved. Six budgets (13.3 %) were only partly approved (of which four in 2006), the reason being generally that estimated amounts were considered too high or targets were adjusted in the intermediate approval period or that not enough funds could be found, or again, certain activities seemed to be superfluous after all. In the latter case those activities were taken out of the proposal.

According to Woord en Daad staff very few proposals from PO's are (after all) rejected. One reason is that there has been communication beforehand on the possibilities and that POs know what the possibilities are. They also introduce proposals that are more or less similar to the ones before. As the sample was based on (approved) agreements no information is available on the proposals that were after all not financed and the reasons for that.

In 15.6 % of the cases, the agreements concerned co-funding. A special case was the repair of the water supply system in Chorjale (AMG, Guatemala). Here, the community raised half of the total cost. AMG India implemented an agreement which included a matching grant for the construction of houses (the government provided 80 % of the cost).

6.2.5 Fundraising

The financing of emergency projects by Woord en Daad should be completely covered by fundraising from private sources; Woord en Daad does not have funds of its own nor institutional funding sources for emergency projects. Relief projects of a lesser amount can be approved without being covered by funds from fundraising. In exceptional cases when fundraising is not completely successful, the non-covered amount can be charged to the general reserve. In the reference period minor amounts were not covered. To illustrate: in 2005 an amount of approximately just over 105,000 euros was charged to the general reserve while total funds coming in for all projects was almost 6 M.

Fundraising is to some extent leading for the initiation and approval of proposals and/or the estimated amounts that could be generated are determinant for the indications of amounts communicated to the POs.

Although many more factors play a part (for example have there been more catastrophes recently in a particular country), the success of fundraising is determined by:

- the character and magnitude of the emergency: local/sub-regional and small numbers of people affected, a large one with many people affected or a huge catastrophe affecting many people in many areas;
- the extent to which the emergency is known: especially the general attention paid to it in the press and its duration. The other extreme is that it is not in the news in the Netherlands; a so-called "forgotten disasters.

The magnitude of the emergency and the degree to which publicity is given generally go hand in hand.

This also determines the possibility for Woord en Daad to find ways and means to approach potential donors through its fundraising systems be it: a. that there are no possibilities to approach people or a very specific small mailing, b. a well-directed mailing, c. advertising and participating in more general fundraising combined with mailing. The website is a more general but important means to draw attention to certain maters, give information and for fundraising as well. A case-by-case approach is necessary when raising funds.

Scoring the approved agreements in the sample, the picture is as follows:

Table 7: Relationship between fundraising potential and amounts and nature of agreements in the sample

	Magnitude:	**Local/ sub-regional/**	**Large/ many**	**Large**

		few people affected	**people affected**	**catastrophe/ many people affected/ large area**
	Publicity:	**Not / "forgotten"**	**Some days**	**Many weeks/recurrent**
	Method of fundraising:	**No possibilities/small mailing (a)**	**Specific relatively broad mailing(b)**	**General advertisement/ actions/large mailing I**
No. of agreements in the sample		17	8	20
Amounts		5.000- < 60.000 (16) 121.000 (1)	> 40.000- 315.000 (8)	20.000- 1.240.000 (20)
Predominant nature of financing		Relief , almost exclusively	Relief and rehabilitation	Rehabilitation, some relief preceding rehabilitation

Source: Woord en Daad, Department Fundraising and Communication

In terms of absolute numbers, relatively much attention is paid to "forgotten" disasters. The consequences of these disasters are presented to Woord en Daad by the POs while nationally or internationally the disasters may receive no attention at all. Often, that means also that little possibilities exist for fundraising on a large scale. On the other hand, although being small, the disaster may have a lot of impact, especially in the regions where the POs are working or groups targeted by them. Hence the POs cannot but react to such situations. At the same time it fosters their relationships and position which then may be of as much importance as the sums spent.

In the category of the large catastrophes the tsunami stands out with a lot of spontaneous contributions also by the general public. This gave the possibility to do consecutive rehabilitation projects also while "sufficient" funds were right away available. The amounts available were also substantial enough to have comparable impact to other NGO's working in the area.

Given the need to avoid situations in which funds are not sufficient, a very good communication and mutuality in decision making between the different departments of Woord en Daad is conditional. In practice this is going very well according to Woord en Daad staff concerned. One major positive factor is that Woord en Daad is a relatively small organisation and has a very open, communicative structure. In addition Woord en Daad has a rather constant and "secure" group of supporters, whose attitude towards Woord en Daad and towards giving donations is rather well known. It provides for a relatively "guaranteed" response. Woord en Daad has a well-differentiated approach towards fundraising as well.

In all, Woord en Daad pays a lot of attention to fundraising for emergency projects based on good communication. It would be difficult to get away from emergency projects anyway:

- One obvious reason is that POs expect Woord en Daad to do something and Woord en Daad does not want to let them down;
- Sometimes gifts come in spontaneously and this obliges Woord en Daad to do something. If it is for situations in "Woord en Daad countries", Woord en Daad can be proactive by asking POs to initiate. In case there are no POs or if it is an emergency in a non- Woord en Daad country, the possibility is to shift the gift to other situations or ultimately to send it back after having communicated this with the

respective contributors. Another alternative is also to ask another organisation for proposals. This happened in the case of ZOA being present in the particular country or situation and/or also raising funds for the same situation. In that case the received funds can be put forward as co-financing; also this would then be communicated first.
- Analysis has shown, that people who start with one-time donations for emergency projects, continue to donate in one of the other schemes like adoption. Thus they become permanent sponsors of Woord en Daad.

"Strategically" it is worthwhile for Woord en Daad to continue financing emergency projects, because the nature of the projects attracts the attention and interest of many people, and binds them to the organisation. A similar phenomenon is observed by some representatives of POs interviewed. They see that after such a concrete and often rather direct link, people get interested: "it is a good way to solicit their adhesion".

6.2.6 Organisational support

External organisational support for emergency projects was only once provided through Woord en Daad during the reference period and to projects in the sample; the implementing capacity of the POs is apparently considered sufficient and/or extra local capacity can be hired as part of the project costs. Technical assistance was provided to CSI in Sri Lanka by way of the deployment of external building – construction expertise for a rehabilitation-housing construction project.

In 2003, Woord en Daad provided a general training on the drafting of project proposals. A workshop focussing on Sphere standards was also planned but not held. Eventually it was cancelled altogether.

In the evaluation reports Woord en Daad support to the POs was assessed positively in India but more visits would have been liked. In one case Woord en Daad funds were reported to have been delayed. In Sri Lanka Woord en Daad was considered efficient, flexible, well experienced, and understanding of the local context. These qualifications were (re)confirmed during the interviews with a small selection of representatives of the POs.

6.3. Feedback

6.3.1 Monitoring the implementation

Woord en Daad does not itself implement projects. Direct steering is not possible nor is it the ambition. Therefore monitoring is in first instance directed at the POs performance: whether agreements are carried out accordingly and, if necessary, to make adjustments. Woord en Daad emphasizes [38] result-based monitoring, instead of on-line control. Monitoring is therefore to a large extent done on the basis of reports sent by the PO: the process indicators and substance wise on activities done, the results-outputs indicators and the degree to which expected effects and impacts have been realised. In addition financial overviews are presented.

This position taken, Woord en Daad has three main instruments to monitor individual agreements:

- *Regular contacts*. These consist of (e-)mail or personal meetings on occasions enquiring or informing on things in general. It can be seen from the dossiers that these take place for example if and when reporting is due or not forthcoming, and preparing or following up on visits.

[38] A.o. in its Annual report 2006, p 86

- The *(physical) progress report* form contains directions (usually posed as questions) pertaining to the contents of the progress report. Commonly they concern results, activities and their indicators as well as some process indicators. Photographs and testimonies are also often requested.
- In the *financial report* the amounts per budget line and in total are asked to be entered as well as the budget consumption over the preceding and last period.

The study of the sample dossiers included a selection of these reports and sometimes the last progress or final reports as well as the project cards maintained by Woord en Daad under its own WD Office Program. Findings were:

- Some physical progress reports addressed all directions and the elements one may expect. Many more did not fully comply with the directions of the report form and so additional information had to be obtained.
- Notably questions about outcome indicators seemed hard for the organizations to answer. Quality and coverage of content matters varied considerably. Processes are even less frequently and often only partially or not at all discussed.
- Financial progress reports have been forthcoming based on the accounting systems of the POs themselves and respect the proposed format, or the data are easily transferred.
- None or very few progress reports are really analysing progress in terms of percentages against planned targets etc.; they just mention what has been done.
- Financial and progress statements do not seem to be congruent in periodicity in all cases, which means that physical and financial progress percentages can not easily be matched. In the Woord en Daad project card however these data are systematically entered, which means that Woord en Daad is doing the calculation/estimation on the basis of the two types of reports received and analysis whether the project is on track.
- Whether cost-overruns per budget line, that are reported afterwards, have been discussed and/or agreed beforehand is not always clear as references in the report are scarce and / or in some cases changes are only observed by Woord en Daad when the project or activity has already been finalised.
- Revised agreements are noted in the project card.

Several reports were clearly late. As regular reporting according to the schedule in the agreement is conditional to the payment of instalments, the late reporting is in some cases a reason to withhold payments for the time being and to urge POs to forward the report. A list of “conditions-not-yet-met” is maintained and communicated with the PO.

In sum, the reporting by the POs is generally weak, positive exceptions not withstanding. These weaknesses are recognised by interviewed PO representatives. One reason mentioned by the PO representatives was that reporting is generally the work of the director, who is overburdened. Being small organisation most of these tasks can not be delegated in an organisation that is mainly geared towards the execution of projects and has few core staff only. Some organisations have “professionalized” by appointing someone specifically for this type of tasks and the analysis prior to it. Requirements by Woord en Daad are considered reasonable and not excessive respecting the principle of non-interference.

Internally in Woord en Daad the *WD Office Program system* is used to keep an overview of the financial situation per agreement and to register to what extent conditions (mainly reporting) are met. This overview reflects the situation that is made up by Woord en Daad on the basis of what Woord en Daad has done (like payments) and information distilled from the reports. This therefore does not necessarily reflect the exact and actual situation in the field. Additional questions are posed in order to clarify for example differences in situation reports compared to the data of Woord en Daad. Further comparison and clarification can be done

during financial/work visits and the end-of-year-accounts as well as the audit report. The consequence is that Woord en Daad does only know afterwards and/or considers it the responsibility of the PO to justify the final situation.

Nevertheless, risks that POs uses funds completely different as to what has been agreed to, are limited according to Woord en Daad experience. According to Woord en Daad this is so because the system is applied hand in hand with the policy of having partnerships and looking at capacities of the partners as well as a continuous dialogue.

Although reporting may be late or not up to standards, none of the payments under agreements in the sample needed to be definitely stopped, according to the Projects and Programmes Department.

Field/project visits (regular and specific). In principle each PO-country is visited a least once a year be it specifically for the emergency project or in combination with structural activities. The frequency also depends on the number of POs in the particular country or the phase of the projects. The visits were mostly made by teams of 2-5 persons. According to Woord en Daad the scope is often wider than merely the projects; also discussions on the organisation in general are part of it.

For the reference period and for the sample agreements/dossiers a total of 24 visits were made during which the emergency activities of POs were also or specifically mentioned. Five more visits combined two countries, bringing the total of country visits to 29.

Table 8: Number of field visits per country in 2003-2006 concerning emergency assistance/ reports on visits to countries with emergency projects

Country	nr. Of visits	Country	nr. Of visits
Ethiopia	6	Philippines	2
India	6	Guatemala	2
Bangladesh	4	Haiti	2
Sri Lanka	3	Nicaragua	1
Burkina Faso	2	Zambia	1
	21		8

Source: sample dossiers

N.B.1. The visits in the sample varied from 5 to 22 days (including travel), on average 11.3 days. The most visits were paid in 2005 and 2006. The longest visits occurred in 2003, and 2006. Most frequent are visits of 8-14 days (15 cases). Five visits lasted 17 days or more. Three visits lasted 7 days, and one visit took 5 days.
In the visit reports the most valuable elements are the discussions with, comments about, and impressions (of the POs). Most observations about the activities turn out satisfactory. Woord en Daad as well as the POs attach very much importance to the visits as such, as it gives the possibility to dialogue, to see the context and some of the things achieved. It brings people of the two organisations closer to each other and is a possibility for Woord en Daad staff also to formulate a common approach. Representatives of POs interviewed say that they are each time triggered also to think more profoundly about their programmes and functioning.

The value of the resulting reports in terms of management information is rather limited. Too many reports offer too little systematically collected information[39]. Information on:

[39] On the basis of the sample dossiers the following was observed during the phase 1 evaluation: In general the extracts, and in some instances parts of the full reports too, are found to be impressionistic and at times anecdotic. Often the reports describe the project agreements, adding little to what is known from the requests/proposals. The progress is regularly noted but often provides no really new information. Attention is also

- what the PO has realised/the actual situation at the moment when the visit takes place (it would indirectly say something about the extent to which the PO information is up-to-date and checks the achievements according to the last reports)
- (random checks of) activities realised and of a selection of the target group,
- specific aspects (both at the level of the target group- e.g. gender differentiation- and organisationally e.g. the way of working, the process of obtaining inputs or tendering for works and services etc.).

Themes to address could be pre-established and included in all visits that take place in a year, like the checklist of major subjects in the five-yearly financial visits. Given the character of the visits there should be ample room for the PO to bring in subjects. The need to prepare the visits well, well coordinated internally and with the POs, is clear. POs could also proactively invite Woord en Daad to be present and provide inputs when systematic data collection is prepared and/or done by them.

6.3.2 End of project

The POs are according to most agreements held to writing a *final report*. In the dossiers few of these reports could be found. The formal requirement is to look back on the implementation of the activities and to report on the final situation in terms of physical and financial achievements. Using the end-of-project phase as a moment of self-evaluation, POs could identify learning points, especially concerning their internal and implementation processes. Most likely the POs forego this moment, taken as they are by the shortage of time and ongoing activities.

The POs are by agreement held to *annually audit* their accounts. No separate audit is required for the contribution of Woord en Daad. In the general audit and financial figures the contribution has to be distinguished. As in quite a few cases the contribution is also lodged into a separate account the distinction is easily made on paper. Woord en Daad observes that it is not always possible to directly relate figures reported to the audited figures, but that differences are generally easy to explain.

General experience has shown however, that such audits may not always have been based on a full analysis and that deviations are not always remarked also by external accountants. Therefore the value of it is mainly a formalistic one.

Internally in Woord en Daad a so-called *end-memorandum or end of project summary* is drawn up. This is a comparison and analysis of results and indicators (narrative) and the financial planning against expenditures. In addition a final appreciation is asked on the overall achievements and to indicate necessary follow up if any for visits or evaluations. In case a financial balance is remaining the need to recuperate this fund (or to spend it alternatively) is indicated.

The procedure has been introduced in 2005 in order to internally close the project and to have a clear cut basis for the communication to the donor as well as for evaluations.

As the procedure is a recent one, a backlog exists and not many dossiers have such a memorandum as yet; in the sample dossiers none was found. It is an additional task which means that the complete dossier has to be analysed once more, both financially and substance wise. This takes time and it has to be seen, who would be most indicated to do it as also structural programmes have to do the same. For the time being this is the Programme and projects section: the staff responsible for emergency programmes.

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regularly paid to the surroundings and conditions of the project locations. Several reports include interviews, testimonies, or quotes, mainly from or with beneficiaries. The question is how representative these are. Now and then there are also observations or travel experiences which are of little relevance.

Until now the end-memo is exclusively used for internal purposes and so written in Dutch. The end-memo can thus be shared also with the donor, according to the Projects and Programmes Section.

If produced in English or French an additional future function could be to have the PO verify its dossiers accordingly and ask for co-signature. Besides having a final overview and feedback, the memo could serve to formally close the agreement/discharge.

6.3.3 Evaluation

Evaluation. Woord en Daad has introduced a more systematic evaluation of emergency projects since 2006. This was also in line with a general agreement amongst international NGO's to evaluate tsunami projects midterm and ex post. Six evaluations of emergency projects were initiated in the reference period by Woord en Daad, but carried out under the responsibility of the PO s.

Completed evaluation reports were available from four of the six initiated evaluations. These four reports covered in total 18 agreements, implemented by four POs. One of the reports concerned two agreements completed in the reference period but concluded in 2001. They were included in the sample because their evaluation was carried out up to four years after completion. This was in particular of interest in view of impact results. One of the four reports concerned a two-phased evaluation and consisted of a self- and an external evaluation. The three others referred to external evaluations, including a participatory mid-term review of the tsunami response programme in Sri Lanka. The latter covered ten (other) organizations as well and had a limited value. The Woord en Daad partner Ladder of Hope (formerly CSI) was amongst these. Apart from tsunami responses in India and Sri Lanka (relief and rehabilitation), the evaluations related to a flood in India (relief) and an earthquake also in India (rehabilitation- 2 projects).

The value of such evaluations is that they describe the results (effects and impact etc.) to some extent; aspects that are hardly dealt with in progress and final reports of the POs. The number of evaluations is still limited and of recent dates, but by including them in this programme evaluation, they have already a function for learning. Given the evaluation policy of Woord en Daad, more evaluations of emergency projects will also be done in the coming years.

POs interviewed also see the value of such evaluations for their own learning processes, but certainly to meet requirements of donors. Costs of external evaluations would have to be borne from the financing by Woord en Daad and as part of project costs. In fact this funding is available already, because 1.4 % is added-on to the total project cost to be reserved (at Woord en Daad level) for evaluations. POs and Woord en Daad have a shared responsibility but for project evaluations at field level the POs are themselves responsible, supported by the Advice and Research Department (evaluation unit).

7. Project implementation and management by partners

POs and other partners that implement the emergency assistance activities as such, as well as the effects and impact is another level at which to evaluate the emergency programme. PO management aspects like planning and reporting are also commented upon.

Information on the implementation process and results consists mainly of correspondence and progress reports as well as a limited number of evaluations available at the level of Woord en Daad. Financial information (costs) has been based on figures of Woord en Daad and some information could be obtained from the progress and final reports.

7.1. Activities

7.1.1 Agreements implemented

During the reference period 90 agreements on emergency projects in total have been implemented in 20/25 countries. In the sample (!) of 45 agreements the average number of agreements/organization was 2-3 project agreements. The highest number of agreements for relief and rehabilitation was concluded with CSI, Sri Lanka (8), followed by AMG India (5). The high number for some organisations and the large concentration in India-Sri Lanka was due to the tsunami disaster and the fact that ample funds were available in a short period coinciding with the reference period.

Four (4) project agreements concerned IREF (India) and W&D India. In the sample one agreement was carried out by AMG Philippines, GSPI (India), CoU/KDDO (Uganda), ZOA Ethiopia, and LEADS (Sri Lanka). In actual fact ZOA has participated in more projects during the reference period, but these were not included in the sample.

Table 9: Number of project agreements per region and country

Asia	nr.	Africa	nr.	Central and South America	nr.
India	15	Ethiopia	4	Haiti	3
Sri Lanka	8	Zambia	3	Colombia	2
Bangladesh	2	Burkina Faso	2	Guatemala	2
Iran	2	Uganda	1		
Philippines	1				
total	28		10		7

Source: report first phase of the evaluation- sample of 45 agreements

N.B. All listed countries are or have become regular Woord en Daad countries, except Iran. Zambia did become a Woord en Daad country in the reference period.

Type of emergencies

Table 10: Type of emergency per project agreement in numbers and percentage

Type	nr.	%
Natural disasters:		
Tsunami	15	33.3
drought (famine, and incl. locust plague)	10	22.2
Flooding	6	13.3
Earthquake	6	13.3
hurricane/cyclone (incl. land- and mudslides)	4	8.9
Man-made disasters:		
Fire	2	4.4
economic, socio-political crisis	1	2.2

armed conflict	1	2.2
Total	45	99.8

Source: report first phase of the evaluation, sample of 45 agreements

Table 10 shows that 91 % of the emergencies concerned natural disasters. Only four project agreements (9 %) relate to man-made disasters[40]. Projects reacting to manmade disasters were in different countries and continents. The tsunami of 2004 was one single event accounting for one-third of all agreements. Different drought emergencies in different parts of Africa accounted for 22 percent of all agreements. Flooding, earthquakes and hurricanes were occurring in parts of Asia, Africa and Middle and South America.

In all, the focus of POs has been on a large number and variety of natural disasters in different continents, although a large emphasis has been on tsunami projects during the period. The tsunami has also boosted the overall volume of emergency projects compared to preceding periods.

Manmade disasters are not included in the agreements excepting a few, generally small scale interventions.

Much depends of course on the occurrence of disasters but the impression is that the POs do not interfere to that extent/do not apply for funding from Woord en Daad for emergencies arising from armed conflict or political crises.

7.1.2 Type of activity

Most project agreements in the sample are either aimed at emergency relief (18 agreements) or rehabilitation (18 agreements):

- Relief primarily concerns the distribution of food (rice, dahl, maize, beans, etc.), cooking utensils/ kitchen ware, clothing (including school uniforms), bedding (blankets, sheets, mosquito nets, mattresses), towels, groceries (like cooking oil and salt), appliances (electric fans and gas stoves for fire victims), medicaments (including ORS and water purifying tablets), toiletries (e.g. soap, tooth brushes and paste), cleaning materials, plastic sheets (for shelter), showers and latrines (in temporary camps), and fodder. In the Batticaloa area (Sri Lanka), hand money was once distributed as part of relief operations.
- Rehabilitation included mostly construction of houses, construction of a child care centre, construction of community centres (halls), construction of a reservoir and cisterns, provision and repair of fishing boats (canoes) and fishing nets, replacement and repair of engines for fishing boats, provision of iceboxes, construction of fish drying platforms, reconstruction of water supply systems, provision of lost legal papers (Marianne, Haiti), livestock and seed distribution, and provision of school materials (e.g. furniture, stationary, equipment, school books). Major construction activities concerned earthquakes in Gujarat (India) and Bam (Iran), and the tsunami in Andhra Pradesh and Tamil Nadu (India) as well as the Batticaloa region (Sri Lanka). Assistance in fishery was all related to the tsunami in India and Sri Lanka.

Two (2) agreements are viewed to be a combination of rehabilitation and development. One of the tsunami agreements in Sri Lanka involves income generating activities (agriculture, fishing, self-employment, small scale business, and home gardening). While some activities are clearly rehabilitation (e.g. provision of fishing nets), others could well be development

[40] A fire in Caloocan City (greater Manilla) in the Philippines burned down houses and the Agape Child Care Centre (AMG). In another fire, in Khulna, two thirds of one of the largest slums in Bangladesh burned down. In Haiti the prolonged economic, socio-political crises caused amongst others the further break-down of the healthcare system. The armed conflict refers to a fight between the Ugandan army and local Karamajong warriors. Residents of the suburbs of Kotido were displaced with all household properties burned or looted.

activities. If assistance concerns setting up of beneficiaries in new businesses, this might well be classified as development. The second agreement concerns the construction of houses as well as a community hall, a school, and a fish market yard in Tamil Nadu (India). The last three facilities did not exist before the tsunami and are therefore strictly speaking a development intervention.

Four (4) project agreements are also viewed to be development activities. Firstly, the Water Shedding and Irrigation project in Jaru (India). This intervention primarily established new agricultural structures. Secondly, the Food Security Development Project in Worebabo, Ethiopia. The first year, new agricultural techniques would be introduced and necessary inputs supplied. In the second year, farmers would be further guided, and extension would continue. Thirdly, Village Based Vocational Training in the Batticaloa area in Sri Lanka. This involved skill training primarily for school dropouts, jobless youth and idling persons which was largely not tsunami related. Fourthly, the Borena Rehabilitation Project in Ethiopia. This was a three year multi faceted pilot project, designed as a development intervention, responding to emergency following sustained drought.

Project agreements centring on prevention and preparedness have not been concluded (or were not included in the sample). Still, in a couple of projects, preparedness is a minor sub-activity like in Cartagena where flooding is recurrent, just like the Repalle region (Andhra Pradesh) in India. In a couple of interventions, the building of a common shelter in which one can take refuge during a disaster was included as a component. The project in Borena could also be perceived like that, as it was to remedy the effects of recurrent droughts in a structural way.

A specific topic in this context is to what extent activities under the emergency project coincide with other parts of the mission of POs, for example the missionary task some POs have. Related to this question is to what extent Woord en Daad should steer/ POs would appreciate steering at the level of substance matters. Certain requirements on how things should be done or not done are shared and give no problems whatsoever: participation, targeting the poor and vulnerable etc. Unlike some other programmes financed by Woord en Daad really "hot items"[41] are not playing a part according to the POs.

Several cases which have a link with "religious identity" have come to the fore:

- The way and extent to which POs go about letting their religious identity known while carrying out emergency activities. It is mutually accepted that organisations are not to deny their religious identity and that certain "rites" can be performed like praying when having meetings, starting actions, opening buildings etc. There it stops one PO representative writes: "We hope and pray that the Holy Spirit will do the rest (…)". According to PO representatives and in reports, depending on the situation, this does not lead to difficulties. Much also depends on the context. While religious identity may not play a role in countries like Burkina Faso where different religions live together, the same is looked upon differently in a country like Iran;
- In another case the principled approach may have been to provide relief to all people affected, but the very fact of organising the distribution through local churches/church committees will probably lead to a kind of "self-selection" of people who feel more connected to the church and those who are not. Such assumptions should be verified in the field however; it is not sufficient to state that this self-selection has not taken place.
- Although a PO may not actively profile itself as a religious protestant or evangelic organisation, the environment may do so and ascribe it to the organisation. This is logical also because many POs originate from church organisations or are placed

[41] Example : In the education and health programmes: should students be stimulated to use preservatives?

next to them, if not, are part of that organisation still., in the case of the earthquake project in Gujarat target groups/villages assigned by the government to the organisation were refusing to enter into the housing construction, advancing that the organisation would use the project to convert people (who were all of a different creed[42]). In actual fact there was no such link at all in this case, on the contrary all beneficiaries were of another creed Hindu or Muslim).
- As part of rehabilitation activities it was proposed to provide new bible materials to a school in Guatemala. Again in Guatemala, the house of one employee of the partner organization was repaired. In Haiti (Marianne), a road and a roof of a school chapel were mended.

Such financing could however be perceived as being not in line with Woord en Daad policy (not financing religious activities) as well as SPHERE/Code of conduct standards, which state that religious identity is not to play a part in such matters as the selection of beneficiaries and activities should not be used to promote ones own religious or political beliefs. The limits to this are discussed during the assessment, because some POs find it difficult and artificial to make a distinction between the emergency assistance activities and their missionary activities and are connected more to the groups they generally work with.

A clear dividing line is not easily established and so a case – by – case approach is necessary and this aspect has to be well-managed.

7.1.3 Completion of activities/outputs realised[43]

The project dossiers, notably the progress/final reports made by the POs or the WD Office Cards indicate that almost without exceptions the planned activities were actually and mostly precisely achieved: numbers of houses to be built, food packages to distribute, numbers of other constructions completed etc. Progress and evaluation reports in the sample dossiers show that outputs were realized. The percentages for relief were 70.6 %, and for rehabilitation 66.7 % of the agreements. In a number of cases, the organizations managed to surpass the planned number of outputs. In other cases the outputs were also realised be it sometimes in minor numbers and sometimes other activities were done in addition.

So it can be concluded that POs have been very performing. Because of the same reason and broadly speaking, payments made by Woord en Daad are therefore justified (while assuming that planning and monitoring by Woord en Daad and the POs have lead to agreements being based on good planning and justifiable and realistic costing, POs doing the execution in line with what was said to be done and adequate reporting).

7.2. Implementation process

7.2.1 Information base

Information on the implementation process as such is limited in the progress and final reports, especially in reports on relief operations. Rehabilitation reports are often a bit more elaborated in this respect. Evaluation reports are giving relatively more attention to the implementation process. In all, the information provided is different case-by-case.

[42] The PO comments that refusal was more of a socio-political nature and strive between parts of the populations.
[43] N.B In a few cases it was not fully clear whether the targets had been met. These have been given the benefit of the doubt. It should also be noted that the percentages refer to 29 agreements (64 % of the sample dossiers). Results of the other 16 agreements could not be established for a number of reasons:
- In six cases a progress/final report was not on file.
- In two cases the information was too poor to establish results.
- In five cases the activities were not yet completed (on 1st June 2007).
- Three agreements were most probably completed but a progress/final report was not available.
Of these 16 agreements, ten were approved in 2006 and probably still being implemented and/or reports had yet to be given, including final reports.

Some examples:

- The final report of CSS Bangladesh on a relief operation for example gives details on numbers of households reached through the handing out of hand money and says it has distributed food and drinking water. The local organisation through a procurement team and a distribution team is mentioned as well as the role of the local churches to which these were connected. Teams were monitored by the Disaster Management Unit on the basis of a MoU with specific indicators.
- The progress of Word and Deed India on housing construction (of which the names of individual beneficiary families are known beforehand) describes especially the technical process and progress;
- The rehabilitation of 33 houses in Kerala (PO –GSPI) briefly describes technical-construction progress and progress from the financial point of view (e.g. average cost calculation) and the number of houses completed or yet to be completed;
- The progress report of GCDPO is a half page document for the period of 3 months (204) stating the main activities done, by whom and the targets achieved, with a few analytical remarks.
- The evaluation reported about Ladder of Hope (formerly CSI) that relief was quickly provided. The organization was also considered quite successful in clear selection criteria, it used well trained staff for counselling, and did not duplicate any other donor's work at that time;
- Other evaluations mention positive points about interventions in India: systematic and efficient process/well framed procedures, good selection process, efficient staff and roles of staff clearly spelt out, good co-ordination/communication by staff, good selection process, participation was elicited, systematic process of planning and monitoring, monitoring of construction well done, and good co-operation with government. Some critical points raised included lack of a target working schedule, and monitoring not sufficient. In two interventions the lack of respectively a technically qualified specialist and social/community worker was mentioned.

  A relief intervention was criticised for not involving the community in the distribution. If done so, a larger number of villages could have been covered in the same day. Some evaluations referring to community involvement in rehabilitation, commented: "community systematically involved", "existence of village committees", and "beneficiaries provided manual labour". In two interventions the costs were less than planned. In one case same quality houses were cheaper in comparison to those of other organizations. One organization overdrew the budget due to price increases.

The PO's internal organisation, collaboration with other organisation, procedures and monitoring and verification in the field etc. would have to be analysed in depth, if a complete picture is to be provided on the implementation process. Such information was not easily distilled and/or systematised on the basis of available information.

In addition to the directions on progress reports attached to the agreements, the terms of references of evaluations per project should include this aspect explicitly so that more information will be available.

Notwithstanding, some aspects of the implementation process have been analysed a bit more in detail below: constraints, respect of timing (periods/duration and delays), adjustments and expenditure (over/under-spending).

7.2.2 Constraints

Constraints were listed for 19 interventions in carrying out the activities[44]. The most frequent constraint concerns dealings with government authorities. In particular the signing of agreements or the granting of approval often caused delays. Government conditions, changed regulations, lack of cooperation, and lack of co-ordination are further constraints mentioned. Price increases (materials, transport, livestock, etc.) are a second, main constraint. Reasons for the increases include scarcity but also conflict (Sri Lanka).

A variety of constraints is particularly related to the construction of houses: unavailability of materials, (skilled) labour shortage, obtaining of ownership papers, irregular electricity supply, land problems, allotting of housing sites, village conflict and threats to staff (India), and Tamil hostilities (Sri Lanka).
Other constraints mentioned include: finances (delay in committed funds, lack of funds), climate (heavy rains, water shortage), management (too optimistic planning, obtaining information about needs a problem), distances, lack of vehicles, and inflated numbers of registered beneficiaries.

In the advice on a construction intervention for 500 houses, Woord en Daad and POs state that it concerns relatively simple and straightforward activities. The constraints show some of the problems faced by housing interventions. Price increases, changed government standards, delay in government approval, adverse site conditions, social and cultural aspects, etc. add to that. All these factors make that housing construction and many other projects should not be underestimated as to their complexity.

However, most factors that are labelled as external constraints and as abnormal, - thus considered beyond the influence of the project management-, are in fact the most normal things that would happen in almost any emergency. POs that have a (better) experience will be able to deal with it although it demands enormous creativity and flexibility. These “assets” should therefore be part of organisational capacity of POs, which is already assessed beforehand. Knowing that such problems will occur they should already be taken into account while planning. Through good monitoring and communication adjustments in the design can be made timely. In the agreements the procedures for this should be better outlined.

7.2.3 Project period and timeliness

Woord en Daad is funding interventions for a period of up to one year. Time allowed for implementation varies.

Table 11: Project period per agreement per relief and rehabilitation in month

Relief		Rehabilitation	
months	nr. Of cases	months	nr. Of cases
1	1	4	2
1.5	1	6	5
2	7	8	3
3	1	9	7
4	2	10	1
6	1	10.5	1
7	1	12	2
8	1		
9	1		
total	16		21

Source: first phase report, based on the sample of 45 dossiers

[44] N.B. For several interventions, final/progress reports were not (yet) available. Some reports did not mention constraints.

N.B. As far as relief interventions are concerned, four cases are not included in the table. In one case the project period was only two days. In the other cases, the year of implementation was noted but the project period not specified.
Four cases of rehabilitation activities had unspecified periods and are therefore not included. One intervention was proposed for a period of three years (Food Security Development, Ethiopia). Woord en Daad funded it for one year. There was no indication whether Woord en Daad intended to fund the other two years as well.

The table shows that two months is the mode (most frequent period) for relief activities. The mode for rehabilitation project periods was nine months.

The actual date of completion was available for 32 agreements. Fourteen (14) out of 32 agreements have been implemented on time or probably on time (43.75 %). The execution of 18 interventions was delayed compared to originally planned periods (56.25 %). One intervention was still on-going. In the sample none of the interventions was completed much earlier than foreseen.

More realistic time-planning is required. For rehabilitation-construction projects this is even more evident. It implies that agreements have to be multi-annual or renewable.

Table 12: Delay in implementation compared to planned periods, per relief and rehabilitation in months

Relief		Rehabilitation	
months	nr. Of cases	months	nr. Of cases
0.5-1.5	3	1-6	11
		11	1
		13	1
		18	1
		22	1
total	3		15

Source: Sample of 45 agreements, report first phase of the study

N.B. Information lacked for 12 interventions (over one fourth of the total number of agreements). Often the completion date was not stated or a progress/final report was wanting.

Delay was most notable for rehabilitation activities. Cases were the following:

- The most delayed intervention (food security, Hope Enterprises, Ethiopia) was first not started because payment was postponed pending the receipt of a final report of a previous project. A further delay concerned the signing of an agreement with the local authorities.
- Housing by IREF (India). This activity was a rather big intervention. Most likely and realistically speaking an implementation period of just one year is too short if all – even “normal” - factors are taken into account;
- A “forgotten” intervention (AMG India, cattle and fish drying platforms). It was approved early March 2006 but AMG did not know that it was approved; the communication in this respect had apparently not been received or found. Woord en Daad “rediscovered” the intervention early May 2007 and took action but part of the originally allotted time had then lapsed.
- Housing by CSI (Sri Lanka). Also in this case a more realistic planning should have been done, taking into account all factors that have got to be arranged for.

Delay did not prevent completion after all, although some adjustments were made.

7.2.4 Adjustments

Adjustments during implementation have occurred frequently. For instance: (i) planned common wells were dropped because the farmers didn't want to become part of the intended cooperative, (ii) changes have been carried through in house designs (at the request of the beneficiaries), (iii) less food was distributed per family (to reach more affected persons), (iv) less districts were served, and (v) number of courses was increased, an extra subject included, and female trainees added. In itself these adjustments look "logical" when reading the explanations.

Reporting on adjustments is however rather slack. Several interventions address changes or divergences but more don't do so. More conscientious reporting/discussions on adjustments would certainly help to understand some of the variances between the original and the actual budget lines. Sometimes certain activities also crop up, which had not been mentioned in the proposal. From the dossiers it is not always clear how the PO has resolved this financially and/or what the reaction of Woord en Daad has been in these cases.

Adjustments being made should be considered a strong point (flexibility!) in both the implementation by the POs and in the cooperation with Woord en Daad.

7.2.5 Expenditure

Overall the expenditure is to a large extent in line with the total budgets/planned and agreed to amounts:

- The approved budget was fully spent or slightly under spent in case of 16 agreements (57.1 %). Seven agreements were slightly overspent (25 %). Expenditure was therefore in line with the budgets in the large majority (82.1 %)[45] of the cases.
- Ample under spending occurred in four interventions (14.3 %). The under spending came about as a result of: (i) houses, cheaper than estimated, and (ii) planned open wells not constructed, it being a major investment component of the project. In two cases, the reason for the under spending can not be known from the dossiers.
- In the case of one agreement (3.6 %), ample overspending happened. The overspending in one case was caused by price increases[46].

Further analysis shows that there is often quite some variance in the budget lines. Some lines are overspent and others under spent. Reports seldom throw any light on the discrepancies. In the dossiers also few notes are made by Woord en Daad.

7.2.6 Discussion

If the position of Woord en Daad is that the justification of expenditure is the overall budget and overall results/outputs in the first place, the responsibility and margin for the PO is also clear; the PO can decide within those limits and is also responsible for the consequences if things are going wrong.

A few situations arise which make that the principle is maybe good, but that practice may prove wrong:

- Underspending does not so much create problems to the PO as in principle the funding has to be reimbursed to Woord en Daad. A discussion may well be whether the percentage for overhead is then calculated on the amount of actual expenditure or on the basis of planned amounts. It also depends on what amounts have been advanced already, the overall financial situation of the PO and to what extent advanced funds sometimes have been used for other purposes;

[45] N.B. The percentages relate to 28 agreements. In one case, the finances of the intervention were not clear. In the remaining 17 agreements, the information lacked for reasons largely similar to those mentioned in section 3.1.

[46] The funding of the extra cost of this intervention (houses, IREF, India) is still in limbo. A total of € 122,000 is needed which Woord en Daad does not have available.

- An organisation that observes that it will under-spend while physical targets are achieved (or for cash- position reasons at the end of the year) may well be tempted to book the margin to another project. In actual fact this sometimes happens as observed during five-yearly or work visits and when analysing the books. The end-of-year audit does not (always) reveal such transactions;
- Ample overspending means that the PO has (may be for the time being) used funds from other sources. Given the fact that many POs have a weak cash and capital position, this means that they will put payments for other (including Woord en Daad) programmes and activities at danger. Or there is a large pressure on Woord en Daad to finance the extra amount (for which it does not have coverage most likely, as allocations are made in accordance with funds actually raised);
- Specific cases occur, like the case of one PO that has planned and been given the go ahead to sell part of the food relief quantities to the target group "at social prices". This means that Woord en Daad pays the full amount of procurement and that the PO remains with a net amount. In the particular case Woord en Daad agreed on condition that the net amount resulting from the sales would be used for "other" emergency cases "to be informed upon". The follow up on this rather open-ended agreement is not clear from the report but the very principle might lead to a lot of discussion, as the primary interest of the PO consists likely in boosting its (operational) capital or reserves, which Woord en Daad says it is not financing.
- Partners that do have other financiers and obligations may get into financial difficulties when overspending on some of their activities/ not being reimbursed for others, which then may have an incidence on the Woord en Daad financing and activities under the programme[47].

These examples illustrate that, unless a realistic and on-line view of the total organisation and of its financial position and operation is provided, the financial risks involved can not be estimated. The pressure is there on Woord en Daad to be informed on this continuously and not only (globally) afterwards. Such "on-line" monitoring could be considered as an infringement of the autonomous position of POs.

7.3. Results at project level

7.3.1 Effectiveness

Progress and evaluation reports in the sample dossiers show that 75.9 % of the agreements met the targeted number of beneficiaries[48]. The percentages for relief were respectively 76,5 %, and for rehabilitation 75 %. In a number of cases, the organizations managed to surpass the planned number of beneficiaries and in other cases these were less.

Information in the reports[49] on why the targeted numbers were not met, was limited or just not reported. One reason mentioned was price increases, therefore for example less relief packages and thus fewer families. In other cases, boats were planned for teams of five fishermen, but this was later changed to teams of four; shared, communal showers were planned but this was changed to showers for individual families; food was planned for

[47] EU grants to NGOs have become possible. These grants give ample possibilities to NGOs to enlarge their activities and scope of working. The financial risks being considerable for POs with a weak capital position, Woord en Daad is considering to function as a go-between.
[48] See also footnote 34
[49] N.B The reliability of the reported figures has not been taken into account. It is not known whether they are correct or not. In a couple of cases for instance, the number of beneficiaries surpasses the targeted numbers really by far and double counting may have occurred. In none of the reports was referred to theft, loss, damage, siphoning off, malpractices, corruption or favouritism. This does of course not imply that it didn't happen. In one case only, inflation of the registered number of victims/beneficiaries was reported. Whether assistance did indeed reach the right, most needy people was not addressed in most of the progress reports of the PO's.

families but distributed to a lesser number of schoolchildren; four instead of six districts were covered etc.. One intervention was wrongly assessed and the activities that could be realized, overestimated. In the cases where targets were not met, it concerned mostly emergency relief.

If target groups were mentioned it was just stated without providing further evidence.

Particularly in case of relief, systematic checks during monitoring of distributions is a relevant activity and should be part of the implementation process, almost by definition. In rehabilitation this is generally the case, but not always applied ("we know the people" being one reason).

7.3.2 Effects

Not all rehabilitation activities were fully completed at the time of the evaluations. This concerned in particular the construction of houses after the tsunami. However evaluation reports that are available and some reports say that most targets at output level (the direct result of the activities done) are met, or are expected to be met.

In relief cases the effect of the intervention is short term and will be expressed in terms of people having enough to eat/ larger numbers not being hungry etc.

The effect of the interventions then remains to be seen case by case:
- In housing projects the effect would be that people have shelter again. But still they have to make actual use of the houses if the intended effect is to be there. The POs report in almost all cases that the houses have been handed over and that rights have been established, so it is assumed that target groups will start using the houses. Some 10 houses in India were reported vacant (2.4 % of the total numbers realised). According to the report these families had apparently left for economic reasons.
- One intervention planned to distribute 300 insulated iceboxes. After a survey was done it showed that only 150 women were actually involved in the selling of fresh fish and given boxes. To what extent the boxes (intensity, numbers etc.) are used is not reported.
- A water shedding and irrigation intervention was less successful than originally planned. Common bore wells were planned for 83 farmers but not constructed because the farmers asked for individual wells. Also planned were check dams and surface tanks for 123 farmers. Only six farmers are actually lifting water from the check dams. Many of the farmers don't have the resources to install diesel operated pumps and lying pipelines from the check dams or surface tanks. (On top of that, more marginalized farmers and landless poor were left out of the target group).

7.3.3 Impact

Questions posed by Woord en Daad on the progress report form regularly concern indicators on impact (changes in health, nutrition, living conditions, etc.). This requires data on conditions prior to an emergency or the situation at that point in time when rehabilitation is considered. It would be a coincidence if a baseline survey would have been done prior to the moment at which an emergency strikes. To do a survey after the emergency occurs is possible but has to be set up quickly; for relief situations this can only very partially and quickly be done by way of a quick scan or general observation. At best it would be possible with respect to rehabilitation interventions. But few organizations probably employ sufficient and/or qualified staff to do such a survey, exceptions not withstanding (GCDPO)

Impact concerns effects which remain in place also in the long run. This hardly applies to relief which primarily aims to provide for the livelihood of the affected population right after the disaster. The impact which is almost surely there will be that there are less people who will fall ill afterwards because they are in a better condition and/or are not obliged to make use of contaminated water etc. People who are not hungry and in good condition are again fit

to work. In connection with the impact of a relief intervention it was mentioned, that no cases of death or disease had been reported.

Rehabilitation can of course bring about lasting changes but it is (by definition) foremost intended to create the conditions that existed prior to an emergency. Impact then comes down to the measurement of actual conditions before the emergency and after the intervention. It often will still be problematic to provide quantitative data. Narrative reporting and qualitative data can of course well be used to throw light on the impact. When impact was addressed in progress reports, the results were always favourable.

Some POs did so but in general this seems to pose a problem. However, it has also to be noted that outcome indicators of instructions on the Woord en Daad progress report form did not always help. They were sometimes defined in terms of “more” or “better”, etc. This usually does not yield much insight in the real outcome. Obviously process indicators (e.g. food delivered, patients seen) are much easier than outcome indicators (e.g. malnutrition or morbidity rates). It might be helpful if the directions (questions) on the progress report form are as realistic and pointed as possible.

Regarding impact, the evaluations mention a.o. that housing helped to build confidence, self-esteem, self-reliance, and a feeling of security. In one intervention it was reported that the newly constructed houses replaced thatched houses (which had to be rebuild every year after a cyclone). Improved living standards because of better housing were further mentioned. Formerly hired fishermen became to own boats. The iceboxes made that fish could be preserved by female fish sellers. The distributed nets enabled the fishermen to earn a living again. The income of the six farmers in a project o tank improvement was raised. Distributed commodities were sufficient and of good quality; the food was nutritious (relief in India). Some beneficiaries even felt that their health conditions had improved. The quality of the nets was generally also good. Housing beneficiaries were satisfied with the quality of the houses (one intervention). In other interventions, the evaluations viewed that the standard of houses was good. In Sri Lanka the houses were in comparison very good and went beyond the expectations of the beneficiaries. Houses were designed in such a way that they would be proof against future disasters.

These are of course very important positive impacts, which would gain in value if also illustrated at least with some figures (for example the average increase in the income of fish-selling women, with and without boxes).

On the other hand it was also reported that assistance instilled a high level of dependency in India. Another adverse side effect was the increase in child labour due to labour shortages (although this may not have been due to the project as such but rather to the general adverse situation, or it is a part of every day life anyway). Also in these cases some figures might help to judge the qualification.

7.3.4 Sustainability

Sustainability does, per definition, not apply to relief activities.
Rehabilitation should of course be evaluated on sustainability. This can be done at three levels of which examples are found in the projects implemented:

- In rehabilitation, sustainability is in the first place related to conducive pre-conditions. Rehabilitation activities have been initiated in a few places of unrest like the Batticaloa region in Sri Lanka and the Borena zone in Ethiopia. An intervention can also become the subject of dispute. This happened to a housing activity in India were the NGO's effort was threatened. Most proposals pay in fact no attention to security. The few ones addressing security appear to do so regularly. Security is not only of concern in case of unrest or conflict but also in connection with crimes like pillage, theft, banditry or even kidnapping and terrorist attacks. Security measures should therefore not be overlooked and in relevant cases given at least some consideration. A few organizations have a security manual (or specific security guidelines) in hand. Whether most organizations have, is not known.
- Sustainability is also a matter of ownership, and maintenance and operation. Several, but not all, construction proposals addressed ownership certificates or property rights and registration of plots. A proposed school was not constructed because the government declined to sign a Memorandum of Understanding to assign teachers. User fees and an administrative committee were established to run certain facilities. In one case, housing beneficiaries were also given a home insurance policy for ten years.
- Linked to sustainability is also prevention and preparedness. Particularly in places where natural disasters are a recurrent phenomenon, prevention and preparedness could well add to the sustainability of previous assistance. For instance the Repalle area in India was in the time of one year, hit four times by a disaster. Cartagena (floods) in Colombia is another case in point, and Bangladesh also comes to mind. Some preparedness activities have been carried out like the construction of a shelter, or extension in the case of food shortages and food security in Zambia.

Prevention and preparedness, however, are just small components of the Emergency Relief and Rehabilitation programme. Woord en Daad's ad hoc approach, with a focus on relief and rehabilitation, might make that prevention and preparedness are not structurally a component of the programme.

A further sustainability aspect concerns in particular construction activities. Care should be taken that constructions are disaster proof and that set norms are met. In some cases attention was paid to this aspect. In the construction activities in Gujarat and Bam earthquake proof houses were constructed according to the official norms. The appropriateness of a building site (e.g. location, elevation in cases of flooding) is another point. In one case it was rightly questioned whether the site of the houses was really suitable.

The evaluations gave some explicit attention to sustainability. They showed that sustainability in housing was in the first place ensured through the beneficiaries' ownership of the houses. Attention was paid to the design to make the houses proof to future disasters. Maintenance of houses in India varied. Attention is needed for maintenance but also for hygiene (sanitation). The irrigation intervention was little sustainable because most farmers lacked the resources to install pumps and lay pipes to their plots. One intervention educated beneficiaries on survival measures. In three cases the lack of disaster preparedness was identified. About sustainability in Sri Lanka it was remarked that sustainability of one intervention is linked to the success of complementary activities.

7.3.5 Linkages

LRRD also advances sustainability (as a result of the complementary types of activity) and is in some cases apparent. Sometimes needs are identified in the field of rehabilitation and development, or a resettlement programme is planned, or relief will be followed by rehabilitation. Some organizations also express that development activities will be continued. One organization categorically states that it will not be involved in development. In a number of cases the organizations actually contemplated development activities for the assisted communities.

A number of interventions are a combination of relief and rehabilitation. Others are basically development activities (e.g. an intervention for three years) or include development characteristics. In several cases the beneficiaries were also the beneficiaries, or families of beneficiaries, of development activities of the organizations concerned. Obviously several organizations had, through development activities, already a presence in the affected areas (or they operated in the vicinity of the affected areas). Their presence will not always have constituted direct linkages as far as some sample agreements are concerned. However, there was a link in the sense that the activities took place in the habitual area of operation of the organizations. A strong point is that many organizations are familiar with the affected areas and their population, and that the population is often familiar with the organization.

7.3.6 Relevance

Going by the only source available, the evaluation reports concluded that the activities were highly relevant. In most cases it is rather evident that relief is in almost any form relevant to those who have lost everything. Likewise people who have lost their houses will have to live in a house again. People who have lost their livelihoods like fishermen haven't got alternatives but to start again and they are helped by getting new boats or nets. This self-evidence is at the same time sometimes a catch because it is established by reasoning only.

7.3.7 Gender

With respect to gender, the evaluation reports mention, that in India there was good attention for women and it was ensured that they had benefited as much as men. In one intervention, women became the owners of the houses. While women had access to resources, their role

in decision-making was viewed to be limited. In Sri Lanka equal need-based access to support was a basic principle that was applied also. Organizations are confident in successfully managing the issues of gender equity. Best practices are available in most organizations, particularly concerning selection criteria of beneficiaries. The evaluation continues to say that real challenges arise when it comes to the longer term benefits. Then gender disparities appear to persist. Education levels of men and women are equal but lower numbers of women are employed. In the relief intervention in India it was ensured that the vulnerable were supported.

7.3.8 Appropriateness

The evaluations that were dealing with this aspect stated that houses in India were considered not disable friendly (but numbers of disabled were very low in actual fact), but other vulnerable groups were kept in mind. Another intervention mentioned that preference was given to vulnerable groups, but this was not further explained.

Distributed relief goods appear to have been appropriate. It seems that they concerned local, familiar commodities, bought at local markets only. There are, however, no indications about the quality. Little can also be said whether adequate quantities were distributed. In one case (CREDO, Burkina Faso), the organization supplied ten kg maize (per month per person). It was felt that in the circumstances this ration sufficed and that the FAO norm of 15.8 kg was too high in the particular cases.

With respect to rehabilitation, local materials, indigenous livestock and seeds seem to have been supplied. Care was taken that houses constructed in earthquake prone areas met earthquake proof norms (Iran and India). In another housing intervention, the foundation of the houses was raised so that they could not get flooded. (In this case one could wonder whether the site was the most appropriate one as roads, etc. would still get flooded). In Bam (Iran), classrooms were fitted out with air-conditioning. It is not known whether this is common in Iran or that air-conditioning was also in place prior to the earthquake. In the tsunami construction activities, high standards for houses were set by the governments of India and Sri Lanka once they realized abundant aid was forthcoming. These standards surpassed the standards that normally would have applied. In the circumstances, the only choice was to comply or not to build houses. On the other hand, it can also be argued that rehabilitation offered an opportunity for transition, improving the living conditions at the same time.

7.3.9 Efficiency

Woord en Daad endorses the Red Cross Code of Conduct. The more recent project agreements require that activities will be done in line with this Code of Conduct. The Code includes ten articles. Article one through four are core humanitarian principles. Articles five through ten are more inspirational. They are important to improving the quality of the assistance. One of these articles reads as follows: “We hold ourselves accountable to both those we seek to assist and those from whom we accept resources”.

It struck that little or no attention is paid to the financial efficiency of the implementation (e.g. proper procedures, management qualities, etc) and the cost-effectiveness of the intervention (have the most cost-effective alternatives been employed, were the cost reasonable?). Progress reports are of course not meant to be evaluations so little information is found. However, final reports and financial statements are required and in this connection it would not be irrelevant that some light is thrown on efficiency in retrospect. Evaluations done give also very little information on this aspect and costs are hardly analysed.

POs have an interest to more explicitly analyse efficiency as part of their learning from experiences. The Terms of Reference for project-evaluations have to specify this element better.

Annex 1: Terms of Reference for the Evaluation of the Woord en Daad Emergency Relief and Rehabilitation program

Name of evaluation study	Program Evaluation Relief and Rehabilitation, phase 1
W&D Project number	91.94.003.07.2
Contact person/programme	Wouter Rijneveld
Partner organization(s) involved	N.a.
Contact person(s)	
Other agencies involved	External referent: Bert van de Putte
Contact person/programme	
Leading organization	
Evaluator / evaluation team / organization	Wiert Flikkema/ J. Fokkema
Date of application	June / July 2007

This TOR has been discussed and agreed upon by the parties involved. This evaluation will be done in two phases (see under Methodology and Approach). This TOR covers the evaluation in general and more specifically the first phase. For the second phase, a separate TOR will be developed.

1. Introduction and Context

Woord en Daad is a Christian organisation working in international development in about twenty countries. The organisation has four programs: Basic Needs, Education, Job and Income and Emergency Relief and Rehabilitation. Usually, projects and programs are implemented by partner organisations.
In 2006, Woord en Daad has formulated its evaluation policy. The analogy of a pyramid is used in which the bottom is formed by regular monitoring systems and informal knowledge of partner organisations and project officers. The middle layer is formed by project evaluations, carried out by partner organisations in conjunction with Woord en Daad. It is the intention to use a wide array of tools and methodologies for these project evaluations, which may also focus on specific themes or combine a number of projects. The top of this 'pyramid' is formed by program evaluations at the level of the four programs of Woord en Daad which are mentioned above. Every year, one of the programs will be evaluated so that every program is evaluated once in four years. It is the intention that there will be sufficient project evaluations available before a program evaluation is carried out to serve as building blocks for the program evaluation.
The board of Woord en Daad has decided that in 2007 the emergency relief and rehabilitation program will be evaluated. The reasons for selecting this program were the following: for the board, this program is much less known than the other three programs, because of the rather ad-hoc policy for this program; much was spent in this program, especially after the Tsunami of December 2004; and finally: because all Tsunami related projects were being evaluated, relatively more project evaluations were available for this program than for other programs as inputs for the program evaluation.
In 2006 all Tsunami-related projects were evaluated and in the first half of 2007 some more project evaluations will be done to serve as inputs for this program evaluation.

The object of evaluation

A program evaluation is held once in four years, therefore logic suggests to include the last four years in the evaluation.

The relief and rehabilitation program in brief

The emergency relief and rehabilitation program of Woord en Daad consists of projects carried out after natural disasters, like floods, storms, famines and earthquakes and

sometimes after conflict situations. Projects are carried out in the first relief phase and mostly consists of distribution of food and other basic necessities, temporary shelter, water and sanitation. Often but not always, projects have a second phase of rehabilitation, which may include permanent housing, community structures and livelihood options. Most projects within this program are carried out by structural partners of Woord en Daad, who are active in the field of development (in the other three programs) and are carried out when disasters occur within the wider area of their operations. However in the case of bigger emergencies, the same partners sometimes also carry out emergency projects further away from their daily operations. In those cases, it is often rehabilitation rather than relief.
Emergency projects are also carried out by other international NGO's in cases where bigger disasters occur and funding is obtained for areas where Woord en Daad and its partners are not active. In some cases this leads to a more permanent involvement of Woord en Daad in such an area with structural development.
Looking at activities, the following six categories can be distinguished:

1. Temporary shelter
2. Health, water and sanitation (this could be part of first relief phase as well as rehabilitation phase)
3. Distribution of food and / or other basic necessities, such as clothes or blankets
4. Housing
5. Community structures. This includes schools and educational programs as well as structures and activities focused on prevention of disasters.
6. Livelihood

Table 1 gives an overview of how often these activities are part of the project agreements. One agreement often contains more than one activity.

Table 1. Distribution of number of agreements with different activities over years.

Activity	2003	2004	2005	2006	Total
Temporary shelter	2	1	1	2	6
Health / water and sanitation	10	10	7	5	32
Distribution of food / other basic necessities	10	12	10	14	46
Housing	2	3	6	6	17
Community structures (incl. education and prevention)	5	8	7	7	27
Livelihood	3	4	8	5	20

Policy of relief and rehabilitation program
The policy for relief and rehabilitation has been rather ad-hoc. Woord en Daad works with partners in long term partnerships. When emergencies occur among the target groups of these partners, they sometimes apply for relief or rehabilitation funds to Woord en Daad. In some cases, relief projects were carried out in areas other than the target groups of (partners of) Woord en Daad. Decisions for such involvement were taken on an ad-hoc basis. Since the policy plan of 2002-2006, a focus on capacity strengthening of partner organisations was mentioned in all plans.

Implementation of relief and rehabilitation program 2003 - 2006
Woord en Daad works with projects and project agreements. Each agreement is a contract between the partner organisation and Woord en Daad and specifies objectives, results and indicators and reporting requirements. Several agreements (possibly in subsequent years) can make up one project when they are logically related to each other. As basic unit for this evaluation, the project agreement is taken, rather than the project number.
Between 2003 and 2006 Woord en Daad spent € 9.133.916 on this program on 54 separate projects with 88 separate project agreements. 20 of these agreements (representing an amount of €5,954,061) are covered by several evaluations while the remaining 68

agreements (total of €3,179,855) are not covered by project evaluations. A list of these evaluations is given below.
However, most of these project evaluations are done recently and on projects that were carried out just before the evaluation, such as the Tsunami-related programs. In order to also get some insight in the longer term impact of rehabilitation programs (such as habitation and livelihood projects), it was decided to also undertake an evaluation of a rehabilitation project from 2001 in Gujarat, India, which was implemented after an earthquake that took place. This evaluation and the two projects included in this evaluation are also included in this program evaluation. These two projects involved an amount of € 1.186.305 which brings the total amount to € 10.320.221.
However, in the presentation of the emergency relief and rehabilitation program below, these two projects are not included in order not to distort comparisons.

Table 2. Distribution of money spent on relief / rehabilitation projects by year, region and country (x €1,000)

Region	Country	2003	2004	2005	2006	Total
Africa	Angola	56	132			188
	Burkina Faso			40	130	170
	Ethiopia	265	316	45	179	804
	Liberia	50	98	21		169
	Uganda				5	5
	Zambia	44		41	46	131
Total Africa		415	546	146	360	1,466
Asia	Afghanistan	109	97	70		275
	Bangladesh	54	18	246	33	351
	Philippines		25			25
	India	110	303	2,868	190	3,472
	Indonesia				10	10
	Iran		190			190
	Pakistan				127	127
	Sri Lanka	14	25	1,489	967	2,495
Total Asia		287	659	4,672	1,328	6,946
Central / South America	Colombia	4	11			15
	Guatemala			53	117	170
	Haiti		277	149	89	515
	Nicaragua				21	21
Total Central / South Am.		4	288	203	227	722
Total		706	1,492	5,021	1,915	9,134

Woord en Daad is working in about twenty countries with long term partner organisations. Most relief and rehabilitation projects were executed in this regular way. However, in some cases, projects were carried out by international organisations working in the same country or working in a different country. The table below shows the volumes spent through international NGO's and in other than Woord en Daad's countries.

Table 3. Distribution of money spent on relief / rehabilitation projects by type of country and type of partner (x €1,000)

Woord en Daad country	Local partner	Non local partner	Total
Yes	7,791	340	8,131
No	44	959	1,003
Total	7,835	1,299	9,134

The non Woord en Daad countries are: Afghanistan, Indonesia, Iran, Liberia, Pakistan and Angola. Zambia was a non Woord en Daad country at the moment that the first relief project was carried out (2003) and later (2005) became one of the Woord en Daad countries.
The projects carried out by non local partners in Woord en Daad countries were in Ethiopia and Sri Lanka. All these categories are included in the evaluation in order to be able to draw conclusions with respect to the way of execution.

The distribution of the amounts per project agreement is shown in Figure 1 and Table 3.. As in tables 2 and 3, the 2 added projects of 2001 are not included.

Figure 1. Distribution of project amounts over total of 88 project agreements

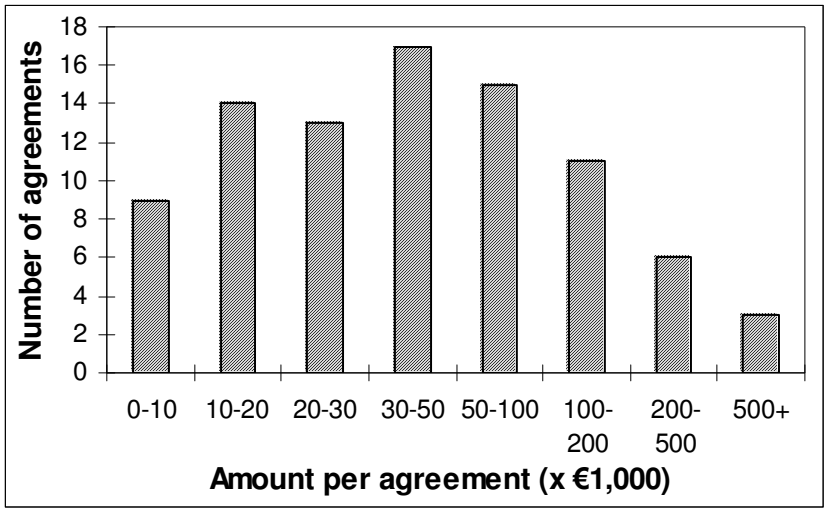

Table 4. Numbers of agreements with and without project evaluation

Amount per agreement (€)	**number of agreements**		
	without evaluation	with evaluation	Total
0-30.000	35	1	36
30.001-100.000	24	8	32
100.001-500.000	9	8	17
>500.000	0	3	3

Finally, the available project evaluations are the following:

Table 5. List of available project evaluations

Number	**Description**	**Country, partners**	**Pages[1)]**
91.94.002	Self evaluations of tsunami projects	India: GSPI, AMGI, WDI, IREF	80
91.94.002	External evaluations of tsunami projects	India: AMGI, WDI, IREF	90
17.94.002	Participatory impact monitoring tsunami projects	Sri Lanka: CSI	20
12.94.003	External impact evaluation Gujarat	India: WDI	20
11.94.002	*External evaluation relief project floods*	*India: AMGI*	*20*
08.94.001	External evaluation relief project floods	India: IREF	20
81.94.002	Comparative evaluation relief projects Ethiopia	Ethiopia: Hope Enterprises and ZOA Refugee Care	20

[1)] partly based on estimates.
Note: The evaluation at AMGI of flood relief (11.94.002) was planned but will likely be cancelled because the partner organisation could not be convinced of the usefulness of doing the evaluation.
The evaluation in Ethiopia (81.94.002) is still in design phase and the report will not be available for phase 1.
In all tables and numbers, the AMGI evaluation is excluded and the Ethiopia evaluation is included.

2. Objectives of the evaluation

Objectives of the evaluation:

1. In its evaluation policy, Woord en Daad uses a model with three levels of learning. The objective of this evaluation is that learning takes place at the level of principles (development): based on the outcomes of this evaluation, the board, management and staff of Woord en Daad should be able to learn about the performance of the emergency relief and rehabilitation program of Woord en Daad at policy level. This learning should lead to improvement or further development of policies for this program.
2. Also learning at the level of insights and rules (innovation and improvement) should take place: based on the outcome of this evaluation, the management and staff of Woord and Daad should be able to learn about the overall performance of the emergency relief and rehabilitation program of Woord and Daad at the execution level. This learning should lead to innovation and improvement of relief programs and projects.
3. Accountability to all stakeholders involved: through this program evaluation, Woord en Daad wants to give insight about its emergency relief and rehabilitation program and the lessons learned in it.

Evaluation questions:

In the table below, for each main evaluation question (relevance, effectiveness, impact, efficiency, sustainability), the specific questions for phases 1 and 2 are given. For each question the level to which the question applies is given (level of Woord en Daad, W&D, or level of partner organisation, PO).
For each of the questions for phase 1 the documents to be used are whether or not sampling is applied. The method of sampling is described under Methodology.
Most of the questions for phase 2 will have to be elaborated further after completion of phase 1. These questions will focus mostly on the execution of the projects and will probably relate to effectiveness, efficiency and (signs of) impact and may also focus on specific cross cutting themes, like attention for gender and disaster preparedness.

Table 6. Evaluation questions

	Phase 1				Phase 2	
	Questions	Level	Documents to be used	Sampling	Questions	Level
Relevance	1. Was Woord en Daad's policy for the relief and rehabilitation program relevant and sufficiently developed?	W&D	• Policy documents / multi-annual plans • Year plans / year reports	No		

	Phase 1				Phase 2	
	Questions	Level	Documents to be used	Sampling	Questions	Level
	2. Were decisions about funding of projects made in line with the policy? Were the criteria used for assessment of proposals relevant? Were these criteria kept? How were they assessed?	W&D	• Project manual • Project assessments + advices • Project proposals	Yes		
	3. Were the projects relevant? How were needs assessed at the level of the target group? Which stakeholders were involved in such assessments? How did selection of the target group(s) take place? Was there attention for extra vulnerable groups within the target group or was the target group viewed as a uniform group? Were the projects relevant with respect to the needs? Were goods appropriate?	PO	• Project proposals + supplementing project correspondence where relevant • Evaluation reports	Yes		
Effectiveness (and Impact)	4. Was W&D's support of partner organisations effective? How were partners selected and / or assessed? What was done with their strong and weak points? 5. Was the coordination in the projects between different stakeholders sufficient?	W&D	• Policy documents / multi-annual plans • Year plans / year reports • Project manual • Project assessments + advices • Evaluation reports • Additional information about capacity building	Yes		PO

	Phase 1				Phase 2	
	Questions	Level	Documents to be used	Sampling	Questions	Level
	6. Was the execution of the projects by the partner organisations effective? Were results (outputs / outcomes) achieved? 7. Were the objectives of the projects achieved (impact)?	PO	• Parts of field visit reports • Project agreements (incl. reporting formats) • Evaluation reports	Yes	Same questions + further elaborations	PO
	Questions 6 and 7 will be included in phase 1 insofar the information is seen in the documents provided, esp. in the evaluation reports. The same questions will be answered and further elaborated in phase 2, based on the additional project information available in that phase.					
Efficiency / Process	8. How did monitoring function within W&D? Were reporting requirements relevant? Were these requirements kept? Were field visits relevant and sufficient? 9. How was the timing of the assessment and decision taking within W&D?	W&D	• Parts of field visit reports • Project agreements (incl. reporting formats) • Overview of time needed for assessment • Overview of reporting requirements + reports sent • Overview of available end memo's • Evaluation reports	Yes	10. How did monitoring function with the partner organisations ? 11. To what extend were partner organisations equipped to execute the projects? Questions 7 and 8 may also be further elaborated in this phase, based on interviews with W&D staff	PO W&D
	12. Did learning and improvement take place at the level of W&D, based on feed back from reports and evaluations or through other means?	W&D	• Policy documents / multi-annual plans • Year plans / year reports	No	13. Learning and improvement of partners, incl. capacity building.	PO

	Phase 1				Phase 2	
	Questions	Level	Documents to be used	Sampling	Questions	Level
Sustainability	14. Was there a focus, or was there attention in policy and plans for sustainability and for linking relief, rehabilitation and development (LRRD)?	W&D	• Policy documents / multi-annual plans • Year plans / year reports • Project proposals • Project agreements	No	15. Was there a focus, or was there attention in execution of the projects for sustainability and for linking relief, rehabilitation and development (LRRD)?	PO

Each of the evaluation questions will be worked out in a questionnaire with sub questions. These questionnaires will be applied to the documents listed.

3. Methodology and Approach

Phase 1. General desk study.

In this phase, all projects will be studied based on the following documents: policy papers / plans, year plans, year reports, project proposals, project assessments, project advices, project agreements, final reports, progress or end memo's, visit reports, evaluation reports. For all these documents, the relevant parts will be selected for the research. For each of the evaluation questions a questionnaire will be designed to further specify the questions.
If relevant information is missing in the documents, (telephone) interviews with relevant persons from Woord en Daad can be held, while oral feedback given during the validation meeting can also be used to complement information.

Phase 2: In-depth desk study.

In this phase, a selection will be made of representative projects. The consultant for the first phase will be asked to give a recommendation for this selection, while the final selection will be done by Woord en Daad and the external referent for this evaluation. For this phase, the same documents will be used as for phase 1, while in addition the following inputs can be used: project correspondence, interim reports, interviews project officer of Woord en Daad, questionnaires for partner organisations, telephone interviews with partner organisations. For this second phase a separate Terms of Reference will be developed based on the results of the first phase.

For both phases, the consultant will work out the methodology to be used further, which will be reflected in the report.

For each phase, a draft report will be discussed in a validation meeting between the consultant, personnel of Woord en Daad and the external referent. After such feed back, a final report will be produced for each phase.

Method of sampling for phase 1

For each question where sampling is applied, the same sample will be used. The sample consists of the following:

1. The 2 extra projects from 2001 and the 20 other agreements that are (or will be) covered by a project evaluation.

2. 23 Other agreements are chosen in such a way that the following variables are represented in the total sample in the same proportion as in the whole program. Only for the amount of the agreements, there is a bias toward the bigger amounts, because all agreements in the biggest category are included in the sample:
    a. Amount of the agreement: see table 7
    b. Region: see table 8
    c. Year: see table 9
    d. Activity: see table 10

In total, €8,222,529 of the €10,320,221 is included in the sample.

Table 7. Distribution of agreement amounts in the sample

Amount per agreement (x € 1,000)	In sample	Not in sample	Total	% in sample
0-30	12	24	36	33%
30-100	17	15	32	53%
100-500	11	6	17	65%
500+	5	0	5	100%
Total	45	45	90	50%

Table 8. Distribution of regions in the sample

Region	In sample	Not in sample	Total	% in sample
Africa	10	9	19	53%
Asia	28	29	57	49%
South / Middle America	7	7	14	50%
Total	45	45	90	50%

Table 9. Distribution of years of the agreement in the sample

Year	In sample	Not in sample	Total	% in sample
2001	2			n.a.
2003	5	9	14	36%
2004	12	10	22	55%
2005	11	11	22	50%
2006	15	15	30	50%
Total	45	45	90	50%

Table 10. Distribution of activities in the sample

Activity	In sample	Not in sample	Total	% in sample
Temporary shelter	3	3	6	50%
Health / water and sanitation	12	20	32	38%
Distribution of food / other basic necessities	20	26	46	43%
Housing	11	6	17	65%
Community structures (incl. education and prevention)	10	17	27	37%
Livelihood	13	7	20	65%

4. Expected results

The report for phase 1 is a working document that will be included in the final report after phase 2. Therefore, it will be made available digitally. It should have a maximum of 25 pages

(more details can be given in appendices), should be written in English and should include the following sections:

- Executive summary of max. 3 pages
- Description of methodology and methods used for data collection in such a way that the research is reproducible
- Findings with regard to each of the evaluation questions of this TOR
- Discussion of findings or analysis, separate from the findings themselves
- Conclusions and recommendations
- Specific recommendations for the development of a TOR for phase 2 of this evaluation, especially with regard to the evaluation questions to be included and the projects to be included.
- This TOR as an appendix

The expected results for phase 2 will be worked out in the TOR for that phase.

5. Required expertise

The consultant for phase 1 should have / be:

- Experience with doing extensive desk studies.
- Knowledge of relief and rehabilitation work and proven experience with evaluation studies, both desk and field studies in this field.
- Independent, but willing and able to listen to arguments.

Required expertise for phase 2 will be worked out in the TOR for that phase.

6. Services to be provided

Woord en Daad will make available and prepare all necessary documentation. This includes the process of selection of relevant parts from larger documents, such as year plans, year reports, policy documents and field visit reports. This information will be delivered to the consultant as hard copies.

7. Follow up of the evaluation

1. Woord en Daad participates in an emergency relief cluster (together with ZOA, Tear and Red een Kind). This cluster has planned to take up a comparative analysis in order to learn from each other. This evaluation, together with available project evaluations will serve as an input for this comparison. Probably a sharing event with the wider public will follow after this comparison of the cluster.
2. The evaluation report(s) will be made publicly available on the website of Woord en Daad and will be pro-actively shared with those partner organisations of Woord en Daad that are regularly involved in emergency relief or rehabilitation.
3. Woord en Daad will formulate a response to the evaluation and specifically to the conclusions and recommendations formulated in the report. The points from this response will be implemented from 2008 (unless specified otherwise by the board) and will be included in the regular M&E cycle as from that year.

8. Planning and budget

Planning

Phase 1: the evaluations that form the inputs for this evaluation are planned to be finalised by the end of April. Phase 1 will be started the first week of June. The draft report will be ready at June 10, 2007.
The total number of days needed for phase 1 is between 15 and 25 days (120-200 hours) and will be based on declarations of working hours.

Phase 2 should be ready by the end of August, so that the final conclusions and recommendations can be included in the planning for 2008, which takes place by September.

Annex 2: Samples in phase 1 and 2

***Phase 1: List of 45 agreements in the sample**:*

Project No	Description	Approved allocation in €	Date approval
697001	Noodhulp Bam, Iran	20.000	9-2-2004
697001	Wederopbouw Bam, Iran	170.000	21-5-2004
897004	Noodhulp India na cycloon	16.699	17-12-2003
897005	Noodhulp na vloedgolf	20.000	29-12-2004
897005	Rehabilitatie phase 2	898.714	17-2-2005
897011	hulp na overstroming	37.500,00	2-11-2006
1197011	Voedselhulp (5 mnd + aanleg van 20 putten		17-3-2003
1197012	Noodhulp na vloedgolf	50.000	29-12-2004
1197012	2e fase noodhulp AMG - India	470.608	18-1-2005
1197012	Noodhulp na Tsunima AMG India	57.778,00	9-11-2005
1197015	hulp na overstroming	37.500,00	2-11-2006
1297003	Hulp na aardbeving; irrigatieproject	211.493	15-1-2004
1297005			
1397002	Huizenbouw na vloedgolf (herzien budget)	171.789	15-6-2005
1697015	Hulp slachtoffers overstroming Bangladesh	12.587	14-7-2004
1697016	Noodhulp na brand in Khulna	30.000	26-1-2005
1797001	Relief en schoonmaak van 500 waterputten		22-5-2003
1797003	2nd phase emergency CSI	240.714	1-1-2005
1797004	Bouw huizen	1.162.791	
1797004	Village based VTC	85.145	
1797004	Income generating Project CSI	149.068,00	23-1-2006
1797004	Materiaal voor diverse scholen	70.537,00	20-3-2006
1797004	Bouw community center Pariyaneelavanai	36.100,00	20-3-2006
1797004	Huizenproject Pariyaneelvanai 05-06	85.878,00	15-8-2006
1797004	Bouw van 112 huizen in Sri Lanka	498.390,00	16-10-2006
1883010	Hulp na brand, Manilla	5.324	5-3-2004
2197002	Medische Hulp in nood Haiti	127.901	25-3-2004
2197003	Noodhulp na overstromingen	50.000	3-6-2004
2197004	Noodhulp Haiti, aanleg weg	88.816,00	
3297002	Noodhulp voor 131 families (530 mensen) na overstroming in Cartagena (via CDA) – afgerond	3.988	3-12-2003
3297003	Noodhulp overstr. Cartagena	10.759	17-11-2004
6297001	Noodhulp na orkaan	53.443	6-10-2005
6297001	Noodhulp na orkaan	11.006,00	23-2-2006
6997001	Noodhulp, geplunderde gezinnen	5.000,00	10-11-2006
7697004	Noodhulp Burkina Faso	40.000	9-5-2005
7697004	Voedselhulp BF	130.000,00	18-3-2006
7997002	Food and seed distribution Zambia	12.083	13-3-2003
7997002	Voedselhulp Oost Zambia	40.661	24-8-2005
7997002	Voedselhulp Zambia	45.931,00	7-3-2006
8197004	Noodhulp Ethiopië, vervolgfase	66.221	1-4-2003

8197004	Noodhulp Ethiopië, vervolgfase	315.724	9-4-2004
8197005	Voorkom een ramp	121.217,00	30-3-2006
8197006	Borena rehabilitatie project	57.750,00	12-7-2006
1297003.01.2b	Gujarat earthquake - Khambara	620.306	2001
1297003.01.3	Gujarat earthquake - Jaru	565.999	2001

Source: W &D

Phase 2: List of Partner Organisations and projects in the sample for phase 2

PO / Year	Project No	Description	Amount approved (€)
AMG India (Tsunami projects)			
2004	1197012	Noodhulp na vloedgolf	50,000
2005	1197012	2e fase noodhulp AMG - India	470,608
2006	1197012	Noodhulp na Tsunima AMG India	57,778
CSI / Ladder of Hope (Tsunami projects)			
2005	1797003	2nd phase emergency CSI	240,714
2005	1797004	Bouw huizen	1,162,791
2005	1797004	Village based VTC	85,145
2006	1797004	Income generating Project CSI	149,068
2006	1797004	Materiaal voor diverse scholen	70,537
2006	1797004	Bouw community center Pariyaneelavanai	36,100
2006	1797004	Huizenproject Pariyaneelvanai 05-06	85,878
2006	1797004	Bouw van 112 huizen in Sri Lanka	498,390
Word and Deed India (Earthquake)			
2001	1297003.01.2b	Gujarat earthquake - Khambara	620,306
2001	1297003.01.3	Gujarat earthquake - Jaru	565,999
IREF (Local flooding)			
2006	0897011	hulp na overstroming	37,500
CREDO (Drought)			
2006	7697004	Voedselhulp BF	130,000
GCPDO (Drought)			
2003	7997002	Food and seed distribution Zambia	12,083
2005	7997002	Voedselhulp Oost Zambia	40,661
2006	7997002	Voedselhulp Zambia	45,931
AMG Guatemala (Storm)			
2005	6297001	Noodhulp na orkaan	53,443
2006	6297001	Noodhulp na orkaan	11,006

Source: TOR phase 2

Annex 3: Calendar Evaluation of the emergency assistance programme of Woord en Daad

Date/period	Main activity	WHO	Function
Preparation:	TOR phases 1 and 2	W & D	Evaluation unit, P & P
Phase 1:		Wiert Flikkema	Consultant
July	Desk study		
August	Discussion draft report phase 1		
Phase 2:		Jenze Fokkema	Consultant COMMON
August - september	Deskstudy continued/ preparation TOR		
Week 30	Preparation/ discussion TOR phase 2	Wouter Rijneveld Bert v.d. Putte	Evaluation and Research W & D Referent
Week 34	Discussion TOR phase 2/	Idem	
Week 35	Orientation/ preparation detailed questions/checklist W & D		
	Interviews	Geurt Versteeg	Finance and Admin W & D
Week 36	Interviews / study of project dossiers and policy papers	Wiert Flikkema	1st phase report
		Cees Oosterhuis	Cap. Building, W & D
		Rev. Jeyanesan	Director Ladder of Hope/CSI Sri Lanka
		Leen Stok	Head P & P, W & D
		Luuk van Schothorst	Resp. Emergency Ass. Programme, W & D
	Preparation def. checklist of questions for PO's; request for interviews/ translation		
Week 37	Interviews/ study of dossiers POs	Rina Molenaar	Fundraising, W & D
		M. Kafando Dieudonné et Yanogo André	Coordinator Food security resp Sissili Integr. Progr, Credo Burkina Faso
		Bob Hasting	AMG Guatamala
		Emmanuel Rebbe	Dir. IREF, India
		Arunkumar Mohanty	Director AMG India, India
		Paul Padmakar	Director Word and Deed India, India
		Rev. Japhet Phiri and M Malinga	Director Resp. for planning, monitoring etc GCDPO, Zambia
Week 38	Writing report/ further information collection	Pascal Ooms	Institutional financing W & D

Week 39	Idem, Submission draft report	John Buijs	ZOA, Emergency Assistance Progr.
Week 40- 43	Comments draft/ adapt draft		
Week 44-45	Discussion/ Final report		