Strategic Resourcing in Humanitarian NGOs: Towards the Coexistence of Professionalism and Voluntarism?

Brussels, 7th July 2006

A seminar organised by VOICE in association with People In Aid and supported by DG for Humanitarian Aid
Strategic Resourcing in Humanitarian NGOs: Towards the Coexistence of Professionalism and Voluntarism?

REPORT OF THE SEMINAR organised by VOICE in association with People In Aid

Prepared by VOICE

Brussels, July 2006
Background information on seminar organisers
Glossary ............................................................................................................  page 4

1  INTRODUCTION
Kathrin Schick, VOICE Director...................................................................... page 5

2  OPENING SESSION
Current issues in Human Resource management in humanitarian NGOs
Jonathan Potter, People In Aid Executive Director ......................................... page 6

3  ROUND TABLE 1
What we can learn from each other: European NGO experiences
and views on professionalism and volunteering ........................................... page 8
- Malteser ....................................................................................................... page 8
- Handicap International .............................................................................. page 10
- CESVI - Cooperazione e Sviluppo .............................................................. page 12
- Emergency Capacity Building Project (Initiative 1 – Staff Capacity Initiative) .... page 13

4  ROUND TABLE 2
Part 1 - Lessons from volunteer-sending organisations ................................ page 17
- International FORUM on Development Service ........................................ page 17
- International Federation of the Red Cross ................................................ page 18

Part 2 - Initiatives in the EC ................................................................. page 21
- VOICE .......................................................................................................... page 21
- Technisches Hilfswerk ............................................................................... page 22
- DG for Humanitarian Aid (ECHO) – European Commission ....................... page 23

5  MAIN DISCUSSION POINTS .............................................................. page 24

6  WORKING GROUPS
Summary of main points raised during Working Groups .............................. page 28
Definition of a ‘volunteer’ ............................................................................. page 28
Working Group 1: Locating and recruiting volunteers ................................. page 29
Working Group 2: Making volunteers more professional ............................ page 30

ANNEXES
Seminar agenda ................ page 35
Speakers’ biographies ........ page 36
List of participants ............ page 47
Useful Links ..................... page 38
## List of Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>CESVI</td>
<td>Cooperazione e Sviluppo</td>
</tr>
<tr>
<td>CLONG</td>
<td>Comité de Liaison des ONG de Volontariat</td>
</tr>
<tr>
<td>DFID</td>
<td>Department for International Development</td>
</tr>
<tr>
<td>DG</td>
<td>Directorate General</td>
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<tr>
<td>DG RELEX</td>
<td>External Relations Directorate General</td>
</tr>
<tr>
<td>EC</td>
<td>European Commission</td>
</tr>
<tr>
<td>ECB</td>
<td>Emergency Capacity Building</td>
</tr>
<tr>
<td>ECHO</td>
<td>Directorate General for Humanitarian Aid</td>
</tr>
<tr>
<td>EU</td>
<td>European Union</td>
</tr>
<tr>
<td>EVHAC</td>
<td>European Voluntary Humanitarian Aid Corps</td>
</tr>
<tr>
<td>FPA</td>
<td>Framework Partnership Agreement</td>
</tr>
<tr>
<td>HI</td>
<td>Handicap International</td>
</tr>
<tr>
<td>HPN</td>
<td>Humanitarian Practice Network</td>
</tr>
<tr>
<td>HR</td>
<td>Human Resources</td>
</tr>
<tr>
<td>IFRC</td>
<td>International Federation of the Red Cross</td>
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<tr>
<td>NGO</td>
<td>Non-governmental Organization</td>
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<tr>
<td>THW</td>
<td>Technisches Hilfswerk</td>
</tr>
<tr>
<td>VOICE</td>
<td>Voluntary Organizations in Cooperation in Emergencies</td>
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</table>
Introduction

BELONGING TO A NATIONAL EMERGENCY CONSORTIUM

In 2002, the political idea of some kind of mechanism for EU volunteers in international cooperation was launched among politicians and then formalised in the draft European Constitution. The EU intervention during the Tsunami gave new strength to the debate which led to several European Commission (EC) initiatives further developing the concept: studies on the European Voluntary Humanitarian Aid Corps (EVHAC) (under Directorate General (DG) for Humanitarian Aid (ECHO), on a European Civil Peace Corps (under DG RELEX), and on how to strengthen voluntarism in EU civil protection bodies (under DG Environment) were undertaken.

Parallely, the humanitarian community has recognised that the search for and retaining of adequate human resources represent a considerable management challenge for humanitarian NGOs, independent of size or their country of origin. There is therefore a need to expand the global pool of humanitarian expertise.

The humanitarian NGO movement has constantly been striving for increased professionalism in its work and there are perceptions that volunteering could possibly hinder these developments. On the other hand however, volunteering could also make a valuable contribution to the pool of Human Resources in the sector. Many NGOs in fact base their legitimacy on grass-root support through volunteers. The recent EU volunteer initiatives however seem to be mainly politically motivated, with the aim for example of ensuring EU visibility in the field.

VOICE, as a network representing some 90 European humanitarian NGOs, has been involved in the ongoing debate surrounding volunteers and volunteering in humanitarian aid since the draft EU Constitution took form. VOICE has been particularly involved since it established a Working Group on the EVHAC in 2005. Being the main interlocutor with the EU concerning humanitarian aid, and considering how voluntarism in humanitarian aid is becoming an increasingly discussed topic in the whole sector (particularly at EU level), VOICE therefore felt the need to further address the issue by organising the seminar on voluntarism and professionalism. In association with People In Aid, the seminar was co-financed by DG for Humanitarian Aid (ECHO), under the project “Enhancing the Network - Improving management and network capacities for European humanitarian NGOs”, which seeks to strengthen management in European NGOs.

AIM OF SEMINAR

The aim of the seminar was to raise awareness of the main issues and of the specific needs relating to human resource management in humanitarian aid, and to engage in the debate on the role that voluntarism can play in filling the human resource gap in the humanitarian sector. The different ways of defining and looking at what a volunteer is and what volunteering is about, are perhaps some key starting challenges that face the HR sector in humanitarian aid. It is therefore also hoped that the seminar will help move closer to finding a common understanding of what is meant by these terms.

The seminar offered participants the opportunity to consider how and to what extent volunteers can contribute to the human resource base in humanitarian aid. It also provided an extremely useful platform for an exchange of best practices and current initiatives in relation to human resource management in the humanitarian field. Furthermore, the seminar provided the opportunity to establish partnerships linking the humanitarian NGOs with other related sectors and practitioners, thus paving the way for possible future synergies.

Key questions addressed included:

▷ What are the positive/negative aspects of using volunteers by NGOs and International organisations?
▷ Are recent EU volunteer initiatives relevant or not?
▷ Are these initiatives relevant to fixing the human resource (HR) gap in humanitarian aid?

Kathrin Schick, VOICE Director
INTRODUCTION: TOP HUMAN RESOURCE (HR) PRIORITIES IN HUMANITARIAN AID

The top HR priorities in humanitarian aid include recruitment, enlarging the pool, retention, and creating surge capacity. The Humanitarian Response Review, commissioned by the UN in 2005, identified several issues related to human resources, of which four elements are most relevant to the seminar today: the pool for rapid deployment is limited, many organisations seeking expatriates are recruiting from each other or tapping into the same resources, “training is best formalized within the UN system and the larger networks such as the Red Cross/Red Crescent Movement”, and “the hiring of [local personnel] is usually routinely done in a very informal manner with little staff preparation or training”.

CURRENT CHALLENGES FACING HR MANAGERS

The centrality of people in the humanitarian world means that there will be HR challenges to tackle. Current challenges facing humanitarian HR managers include an increasing demand for ‘professionalisation’ and accountability, a challenging operating environment (security), more disasters and conflicts, as well as challenging funding issues. All these are issues which also affect whether volunteers should or should not be sent into humanitarian situations. The theme to keep in mind during the seminar today is whether one has the right person in the right place and at the right time.

DO WE ALL MEAN THE SAME WHEN TALKING ABOUT ‘PROFESSIONALISM’?

Professionalisation is a very important issue - donors as well as humanitarian staff are demanding increased professionalism, as more effective management is wanted. There are varying answers to what is meant by professionalism.

Donors (in a survey for the Humanitarian Response Review) view increased professionalism as quite important for enhancing the performance of the global humanitarian system. This is also linked to the need for more staff. The Clinton initiative - a six-month intensive review of five critical challenges that face U.S. and international NGOs, which were brought into starker relief in the context of the tsunami recovery - also includes a professionalism strand focussing on organisational capabilities. Professionalism seems to me to consist of appropriate behaviours, applying procedures and policies, effective management, delivering objectives, adding value, capacity/willingness to learn, flexibility, and hitting the ground running.

At the individual level, how are these criteria for professionalism compatible with volunteers? Can volunteers achieve these as well?

DOES THE WORD ‘VOLUNTEER’ DO US ANY FAVOURS?

In the UK for example, the word ‘volunteer’ is contrary to professionalism, and the word is sometimes perceived as unprofessional. There are also many models of volunteers which further confuse matters: the Red Cross/Red Crescent model, the French model ‘Volontariat de Solidarité Internationale’, other models in other countries, missionary work, UNVs, etc. Furthermore, there are different criteria that might define a volunteer (remuneration, length of service, contractual status, position in management structure; perhaps also age, level of experience, first-timer/intern, etc.). The terminology used therefore affects how the role of the volunteer is perceived.

KEY QUESTIONS

This brings us to ask certain key questions:

Who are and/or who could be volunteers?

- Interns, corporate secondees, local people, younger people with relevant degrees, volunteers with development experience, backfillers, etc. are all potential volunteers who could join the humanitarian pool.
- Can these categories be of any use?
What are the ideal characteristics of a volunteer in a humanitarian response?

- A volunteer should have a good knowledge of the local context, of the organisation’s procedures and values, and s/he must be skilled.
- They should not take up management time in the early phases and already be familiar with organisational policies and procedures.

Do volunteers ‘free up’ funding for operational work?

Does the solution lie in:

- Producing a steady stream of interns familiar with your systems?
- Arranging HQ staff to come out, with their own jobs being ‘backfilled’ by volunteers?
- Relying on your country offices to identify and train local people as potential volunteers?
- Is more training (on a collaborative basis between organisations) needed?

IN CONCLUSION - POSSIBLE SOLUTIONS TO THE HR PROBLEM

There are three possible options to the human resource problem faced by humanitarians:

- Stick to the pool of staff that the organisation is already using.
- Compromise, to get what you want from using volunteers. Do not expect everyone to be a ‘Superman’ or a mouton a cinq pattes.
- Ensure that the pool is topped up with more people.
This section looks at the characteristics of volunteers, from both an organisational perspective and cultural perspective, i.e. how volunteers are perceived in different organisations and cultures. The advantages and disadvantages from a HR point of view of having volunteers are also examined, from the perspective of the organisations, the individual volunteers, and the beneficiaries in the field.

The section also covers issues in relation to managing volunteers, what function/job volunteers are used for, where they are used, and the organisational practice in relation to volunteers.

**VOLUNTEERS IN HUMANITARIAN ASSISTANCE - FROM A GERMAN NGO PERSPECTIVE**

Janine Lietmeyer, Emergency Coordinator, Malteser International

The presentation focuses on two points.

- The motivation of volunteers
- Advantages and disadvantages of voluntarism in humanitarian projects.

**INTRODUCTION**

The German word for volunteer positions, when literally translated, means ‘honorary post’, a word that describes perfectly the fact that voluntarism is a value in itself. Voluntarism is an important part of a civil society and allows us to fulfil needs which would not be addressed otherwise. In many cases the beneficiaries of volunteer work and enthusiasm are the most vulnerable groups within our societies: the poor, the sick, the elderly. This links up a basic motivation for voluntarism with the most important principle of humanitarian assistance, which is humanity and humanitarian conviction.

**DIFFERENT MOTIVATIONS**

However, voluntarism does not equal altruism. It is not only the beneficiaries of voluntary work who benefit from the fact that someone does an unpaid job but the volunteer himself also receives a whole spectrum of positive outcomes from his commitment, which is also valid for volunteers in humanitarian assistance. What the volunteer is doing when working with a humanitarian organisation is exciting and definitely out of the ordinary. Gaining experience abroad alone is a huge incentive for volunteers. The volunteer receives public appreciation for what he or she is doing. This enhances his/her personal satisfaction too and may lead to more self-confidence. People who volunteer become part of a community that might answer their desire to be part of a certain group and to feel comfortable within it.

The volunteer probably also receives substantial training and learns skills which he can use in different life situations including his professional career.

To take this variety of motivations into consideration when thinking about recruiting and managing volunteer staff is very important in order to be clear about expectations from both sides. A volunteer in general has no monetary incentive to stay in a certain position. It is also important to bear in mind that, once a volunteer system is established, an organisation might become to a certain extent dependent on the volunteers’ commitment and work.
SOME DISADVANTAGES OF USING VOLUNTEERS

This last point might be considered a first disadvantage of volunteer work in NGOs’ humanitarian assistance. But the most important issue in this discussion is the ever-changing environment in which humanitarian assistance is nowadays given.

The high complexity of disaster situations and the resulting difficult working environment that often has to be managed in a foreign language requires a level of competency and qualification that is difficult to reach for a volunteer. A volunteer who acts unprofessionally in the field is - like any employed aid worker of course – a threat to the well being of the beneficiaries whose lives might depend on the professionalism of aid delivery. This is a high risk in itself but is even further aggravated for an organisation by the fact that ‘bad practice’ jeopardises the organisation’s reputation towards both the affected population and towards the private and institutional donor community.

Another disadvantage is that there are a number of risks for the volunteer himself in a difficult working environment; these range from health issues to security risks and experiences of extreme frustration and exhaustion for example. The sending organisation must be held responsible for the proper preparation and information of its volunteer staff. Funds need to be allocated in order to ensure proper training facilities and good human resource management according to the special needs a volunteer might have in contrast to employed staff. Volunteer staff in general needs more attention on an individual basis because this forms a big part of their remuneration.

One last point is the difficulties which might arise from managing the relationship between employed and volunteer staff. An employee knows his position in the decision-making process of an organisation because normally it is part of his job description. A volunteer, or at least one who has been working over a long period of time for an organisation, becomes a stakeholder in the organisation but might be deprived from the possibility to participate in the decision-making process. This can lead to frustration and conflicts which need to be mitigated in order to ensure a good collaboration. An established policy that determines the relationship between employees and volunteer might become necessary.

ADVANTAGES OF USING VOLUNTEERS

In contrast to the negative aspects of volunteer engagement in humanitarian assistance there are also a number of evident advantages coming from volunteers and their contributions. Volunteers are generally highly motivated and committed people who can be extremely supportive in many different kind of ways. They normally do not come with empty hands but bring skills and experiences that can be enriching for the organisations, and which normally would have to be paid for. One of the most important functions that volunteers fulfil is their role as ‘ambassadors’ for the humanitarian cause. Once they have seen or done the work of a humanitarian agency they normally go and spread the message. This can be an important and valuable tool for all the activities which are done in donor countries, from general advocacy and educational aspects to concrete fundraising activities.

IN CONCLUSION

Voluntarism as part of an organisation’s work needs good structure and organisational management in order to:

- be efficient
- provide volunteers with proper training for their personal safety and for the success of projects
- be able to put volunteers into a legal framework
- stay a reliable and professional actor in humanitarian assistance.
INTRODUCTION

There is a great diversity among French NGOs and on their view on volunteering. This presentation is done from the perspective of a middle-sized, non-medical, International Solidarity Organisation which depends on public donors for about half of its activity.

VOLUNTEER STATUS - AN EVOLVING CHALLENGE

Status issues are an evolving challenge in French NGOs’ human resource management. To understand this, it is necessary to first come back to history. French volunteering was born with international solidarity.

For twenty years, Handicap International (HI) grew thanks to its volunteers (as well as its national staff), who represented 100% of its international staff. For HI, voluntarism was considered as a means of strengthening and giving just value to international solidarity. This status meant:

▷ A disinterested commitment over a limited period
▷ The rotation of volunteers guaranteed a dynamic approach and renewed motivation
▷ Upon their return, volunteers brought with them both experience and a perception to pass on

HI has always refused the opposition that has been made between voluntarism and professionalism.

From the very beginning, most of HI’s volunteers have been professionals in their field (disability specialists, P&O, physiotherapists…). HI required two years previous experience and provided significant training before departure. Some volunteers had 20 or more years experience in Europe, and could certainly be considered “professionals”. Requirements existed on reaching results for beneficiaries but the working environment was easier in those days: funds were easy to find, quality standards were not so high, and volunteers could concentrate on field activities rather than project proposals and finance controlling. NGOs could take the risk to hire young committed volunteers and take the time to train them. Partnerships between actors were based on trust.

WHAT HAS CHANGED?

▷ There is a need for stable skills to assure the supervision and sustainability of programmes. This implies that some staff on a long-term professional commitment perspective are needed, a situation which is not compatible with the volunteer status. HI set up its first salaried contracts in 1999. At that time, the criteria of access to salaried status was not one’s position but rather the number of years of experience in international solidarity (four years). There was no difference in human resource management between the two statuses (i.e. same requirements and tools: job descriptions, training sessions, assessment tools, etc.). The objective was then to have a balanced proportion of 1/3 salaried staff and 2/3 volunteers.

In other NGOs which did not make this choice (often for cost reasons), the only solution to retain the staff has been to increase allowances. This led to the first twist: voluntarism was not a “disinterested commitment” anymore.

Volunteers, after a few years in the field, were rightly considering themselves as professionals, comparing their remunerations and contributions, and negotiating “allowances” in line with their responsibilities and competencies.

▷ International solidarity has become a sector of activity where it is possible to build a career path and is thus attracting more and more young people who look for a job with meaning and value. Schools and universities which felt the trend increased the offer of specialised degrees, without considering the real needs of the employers.

Instead of learning a job and acquiring technical skills, young people enter these studies with many illusions and are then deceived to see that their “skills” are not useful and that there are not so
many job opportunities. This is the second twist: except, maybe, for medical jobs, voluntarism is not a personal choice anymore for people who can sell their skills in different sectors of activity, it has become an obligatory path, a ‘before-salaried’ status for people who consider themselves as being professionals once the diploma is in their pockets.

Voluntarism is now perceived as a “cheap status” for NGOs, who would benefit at a good price from good qualifications!

The commitment passed from a personal one, based primarily on solidarity values, to a professional one, where projects could be driven by methodologies, “North” high-quality standards, tangible results and qualitative figures, rather than beneficiaries’ time-schedule and partners accompaniment.

The salaried status is steadily killing volunteer status. Within 6 years, the proportion of volunteers among international staff in HI went from two-thirds down to one third. This brings us to question if we have to regret it and what are the impacts of this trend.

THREE ISSUES TO BE FACED

▷ Renewal of generation:
This is a classical human resource issue, faced by all kinds of organisations in all sectors of activity. How to hire young professionals, train and retain them? The issue is complicated to face when donors look carefully at human resources costs and apply pressure to decrease international staff costs. In this context, volunteer status is indeed used as a cheaper status for these young people (if allowances are not increasing because of competition among NGOs). In HI for instance, a junior volunteer status was set up, for which the expatriate allowance is half of the usual one for volunteers. But the issue is not linked to costs. As it becomes increasingly difficult to take risks, supervising young professionals requires management capacity and time to do it, which project managers, facing more and more complex situations, do not have.

▷ Managing flexibility:
The French labour law, known to be protective of employees and rather rigid and complex for employers, is not adapted to our activities and context of intervention. For instance: there are many difficulties to renew fix-term contracts, to interrupt those contracts for any other reason except “serious fault”, etc. Managing salaried staff sometimes becomes a concern: volunteer status then offers a flexibility that does not exist anymore with the salaried status. This is therefore better adapted to our activities. Volunteer status could be the right status if it was not perceived as precarious and as less serious as the salaried status.

▷ International Solidarity “spirit”, how to maintain creativity, adaptability and renewed motivation among expatriate staff:
What do we understand by the word “professionalism” in our field of activities? Being a “professional” in the humanitarian or development field is not only a question of know-how, methodological or technical skills. It is neither only a question of experience, analysis capacities and competencies to build up beautiful and “sexy” projects in all kind of contexts. We think professionalism is also a question of behaviour, and of ability to enter in relation with beneficiaries and partners, to understand their culture, their wishes and needs. This requires personal ethics, strong values among which especially humility. Sufficient idealism and distance may also be needed to avoid falling into mechanical work, driven by management or financial logics, and into cynicism. These qualities are not acquired through degrees or trainings. A capacity to always cross the borderline or the gap between nationals and expatriates so as to really meet each other, a gap which grows with time and purchasing power differences, is also required.

That is why HI chooses to ask staff on their first mission for one year of voluntarism before acceding to salaried status, whatever the profession, even for senior member of staff. This would imply that working in that environment becomes a renewed choice, and that expatriation remains a temporary experience and expatriates can come back in their home country on a regular basis and find jobs easily between two assignments. This is rarely the case. In HI, we still try to keep a mobility policy: every expatriate staff is he salaried status is steadily killing volunteer status.
Within 6 years, the proportion of volunteers among international staff in HI went from two-thirds down to one third. This brings us to question if we have to regret it and what are the impacts of this trend required to work in another country after four to six years.

IN CONCLUSION

Despite the environment trends and difficulties we encounter, HI continues to promote voluntarism and tries not to get pulled in by the competition logic and by the inflation of allowances for this status. The volunteer status should remain the symbol of a different commitment - a professional one but in a specific sector of activity. This is difficult however in an internationalised sector and a money-driven world. HI will not succeed on its own. We need to share our view and promote these values with a sufficient number of NGOs, so as to have an impact on the public and actors. It may work through partnerships with volunteer-sending organisations, in order to avoid status confusion. That is also for us the added value of working with NGO platforms such as CLONG or VOICE.

EVOLUTION OF VOLUNTARISM IN ITALY - FROM AN ITALIAN NGO PERSPECTIVE

Roberto Rivalta, Desk Officer for Middle East and for Asia, CESVI

INTRODUCTION AND DEFINITIONS

According to a recent study that analyses the non-profit sector, there are about 3 million volunteers in Italy. However, it is always difficult to evaluate these figures since in Italy those who work in the non-profit sector, especially in international cooperation, are perceived as volunteers.

A volunteer is someone who decides to spend a portion of his/her time and energy to help others without getting back anything except the satisfaction to have done something useful for the community.

CESVI distinguishes between:

- Hybrid Volunteers:
  - People who have a humanitarian/volunteer spirit and are willing to work in the non-profit/humanitarian sector without immediate “monetary” compensation. They have the goal to acquire expertise to be more marketable in the labour market and to secure a position in a sector of interest.
  - Stagiaire/Intern
  - Civil service volunteers
- “Other volunteers”: usually motivated people of all ages and classes who strongly believe in a cause and are willing to contribute their time to produce a positive change.

THE ITALIAN CIVIL SERVICE

The Civil Service was born in Italy in 1972 as an alternative to the mandatory military service. With the reform of the military service on voluntary basis in 2000, the Civil Service also changed and in 2005 both male and female could access it. It became no longer an alternative to the military service, but a free and volunteer choice for young men and women. In 2001, there were 181 volunteers, and in 2005 there were 45,175. The civil service is increasingly becoming a source of volunteers and is quickly acquiring more relevance in the activities of the non-profit organisations, including NGOs. Volunteers can be paid about €400 per month.

CESVI’S EXPERIENCE

CESVI has historically based its activities on the contribution of professionals for two main reasons:
necessity to structure the organisation and necessity to ensure continuity of the interventions.

However, CESVI has now decided to modify its policy and to start working with volunteers. For CESVI, volunteers are only people who give their contribution to help others without expecting any material remuneration, and therefore this is different from the common understanding of public opinion.

VOLUNTEERS IN ITALY AND ABROAD

CESVI distinguishes between:

➢ Volunteers in Italy

Since 2004, CESVI has started recruiting volunteers in Italy and a person is following this activity. The decision to formalise the recruitment of volunteers was based on the following reasons:

a. Extending the organisation’s capability of intervention in the Italian territory, spreading its message and ideas without subtracting resources from the humanitarian intervention.

b. Encouraging the development of the professional skills of its supporters, allowing them to contribute not only in a monetary way, but also with their time and work.

CESVI’s objective is to create groups in several cities in order to build an active network at a national level with the goals of:

a. Sensitising public opinion on CESVI’s mission

b. Fundraising

cesvi has dedicated a section of its website to the activities of interest to potential volunteers. Volunteers have access on the site to information on the activities carried out by past and present CESVI volunteers in addition to information on how they can also become volunteers. CESVI receives requests to volunteer from individuals who independently learn about CESVI’s volunteer programme or about CESVI activities through publicity spots, the bimonthly magazine “cooperando”, and through referrals.

➢ Volunteers abroad

CESVI is now also evaluating the possibility of using volunteers abroad. At present, its focus is mainly to place volunteers in situations and locations which are favourable both to the volunteer and to the contextual environment in which the volunteer is placed, i.e. where there is a strong office and several project/activities to be implemented. Volunteers can be used to monitor such activities, to support local and expatriate staff, and provide a winning contribution based on their skills and experience. Cultural exchange between volunteers and local population also takes place.

It is interesting to point out the change of attitude in CESVI’s field offices: whilst in the past volunteers were perceived as a dead weight, they are now seen as a helpful asset and CESVI is now getting requests for volunteers from the field.

This part of CESVI’s volunteer strategy is just at the beginning and will be developed in the coming months.

PROFESSIONALISM AND VOLUNTARISM IN HUMANITARIAN ASSISTANCE

Mark Hammersley, Staff Capacity Initiative Manager, Emergency Capacity Building (ECB) Project

INTRODUCTION

Emergency Capacity Building is a collaboration between seven international NGOs to improve the speed, quality and ultimate effectiveness of humanitarian action. The participating organisations are: CARE International, Catholic Relief Services, International Rescue Committee, Save the Children USA, Mercy Corps, Oxfam GB, and World Vision International.

Our work addresses four main areas of emergency capacity where the participating agencies felt collaboration could achieve more than
individual action: Staff Capacity, Accountability and Impact Measurement, Disaster Risk Reduction, and Information and Communications Technology.

The project aims to be transparent so that the entire sector can benefit from our learnings - we are working closely with other interagency initiatives (e.g. People in Aid) and will publish findings externally. More information, including copies of the reports I will mention, can be found on the website.

**STAFF CAPACITY**

“Staff Capacity” shortcomings are frequently cited in project evaluations as a major cause of delayed or inadequate humanitarian responses. We have understood “Staff Capacity” to include the number of people working in an organisation, their mix of skills, knowledge and abilities, and the effectiveness of processes by which people are mobilised and deployed in emergencies.

We have also recognised that emergency capacity is a factor of core capacity: the speed, quality and ultimate effectiveness of emergency response are in large part based on what the agency was doing in the affected country before the emergency and whether it had additional trained and experienced people on standby elsewhere.

**PROFESSIONAL VOLUNTEERS OR HUMANITARIAN TOURISTS?**

We have already noted that in several European countries, non-governmental organisations are referred to as “Voluntary Organisations”. Recognising that the term “volunteer” has a wide variety of interpretations, this presentation will focus on what we have learned and observed about “the people who do what we do,” as well as the organisational processes which ensure the right people are in the right place at the right time with the right mixture of skills, knowledge and behaviours.

The ECB project has referred to “the people who do what we do” as “staff”, regardless of contract types or levels of remuneration. We have noted that over 95% of our staff are nationals of the affected country. Most agencies also encourage community participation in relief activities, as well as partnering with civil society organisations, so in reality an even greater proportion of people delivering assistance to affected communities actually started in the country where we are working, and many fall into any definition of “volunteer”.

**KEY STAFFING FACTORS**

The ECB project commissioned a study into the key staffing factors in emergencies (published on ECB website). We found remarkable similarity in perspective across all seven organisations, between HR managers and Emergency Program managers, and between those based at agency headquarters as well as field offices. The top factors included: people preparedness, planning and team working.

**THE AID WORKERS’ PERSPECTIVE**

People in Aid undertook a survey of current and former humanitarian managers to better understand the factors affecting retention and loyalty. Results of the study are published on the ECB website, and are also referred to in the forthcoming HPN Network Paper on Staff Turnover (see www.odihpn.org).

This research separated “push” factors which cause staff to want to leave an organisation from “pull” factors which affect the choice of which organisation to move to next. All of the main factors which result in turnover are within the power of agencies to improve.

In all of our work we have found no evidence of correlation between salary levels and speed, quality or effectiveness of humanitarian action - but workforce models certainly play a big part.

**WHAT IS “HUMANITARIAN ACTION” IN PRACTICE?**

Humanitarian agencies are involved in all stages of emergency management: from prevention, mitigation, preparedness, through response and recovery. Most of our engagement in a country is...
Round Table 1

not high stress, nor critically time pressured. There are also many essential support functions, not all of which take place in the affected country.

What is the real purpose of our mission? Is it to serve the affected population or to provide experience for the people assisting? Surely there is a balance, but one extreme fails to build a pipeline of competent professionals and the other extreme risks becoming humanitarian tourism.

Even during the most acute phase of emergency response, what exactly are we doing? Enabling rapid development assistance? Administering sub-grants to partners? Providing medical or engineering technical support? Distributing supplies?

Most agencies have different deployment models for emergency response according to whether or not there is an established office in the affected area. Opening a new programme and scaling-up an existing operation are quite different in organisational terms. Key factors in all cases are standing capacity - dedicated emergency managers and technical staff in country, in region, globally; and surge capacity - ability to shift resources from unaffected areas to scale up in the affected area, including backfilling arrangements where staff are temporarily released from permanent posts to fill short-term needs.

WORKFORCE MODELS

Most agencies seem to have a similar hierarchy, with different levels of responsibility:

- Relief workers - who erect tents, dig latrines, connect water systems, distribute food and medicine
- Team leaders - who supervise day to day work
- Programme managers - who supervise several teams, carrying budgetary responsibility and duty of care for workers
- Directors - who oversee strategy and major budgetary decisions

All agencies seem to face similar challenges in finding, keeping and developing competent programme managers, but few have difficulty at the level of “relief worker” to erect tents, dig latrines etc. Indeed the vast majority of people who do such work are nationals of the affected country and they can be mobilised quickly following the onset of an emergency, whereas the most effective managers are those in long-term employment by the agency.

Some of the international relief agencies that responded to Hurricane Katrina learned valuable lessons through providing assistance in their home country. They found that skilled and experienced humanitarian managers had an important role in helping to coordinate activities at the “front line”. They also found that volunteers from elsewhere who wanted to help could best contribute their administrative and organisational skills in the head-office environment which was more directly related to the volunteers’ prior experience.

Several agencies are developing models whereby volunteers can support essential “back-office” functions during surge, thereby temporarily increasing organisational capacity and releasing experienced staff to move closer to the field. Simultaneously, recruitment for senior field posts is focusing on people whose humanitarian careers started as national staff in affected countries.

DEVELOPING TALENT

Some roles in emergencies can be designed to easily fit skills that are readily available in the affected area, or which can be trained for in a very short time (e.g. drivers, masons, community mobilisers); other roles require longer training and/or practical experience with the agency to fully understand systems and demonstrate needed competencies (e.g. medical coordinators, finance managers). Several agencies are now ensuring that internationally experienced human resources professionals are deployed from standing teams to affected countries in the early stages of emergency response to support rapid recruitment and effective induction/orientation of national staff.

World Vision is using a “feeder school” system whereby experienced national staff with proven technical skills can receive targeted training and coaching for more senior roles requiring international experience. Participants in the feeder school deploy to emergencies in other countries,
to shadow one of the international staff members working there. Most alumni go on to permanent jobs as senior managers in their home country or as members of the Global Rapid Response team.

Catholic Relief Services (CRS) uses a “fellowship program” to attract and develop future country directors. Graduates of top international development masters programmes are selected through a rigorous and highly competitive process for a limited number of fellowship places each year. The 12-month programme offers practical work experience and specific training in project management. It comprises two six-month placements in different countries, during which the Fellow reports to a national staff manager. Most Fellows easily find permanent jobs with the agency at the end of the programme, and many quickly rise to senior management positions. Some 35% of CRS’s present country directors entered the organisation through this route.

**ROSTERS AND REGISTERS**

Many agencies are developing exclusive pools of trained and experienced professionals who are known and trusted, understand the organisation’s mission and systems, and can be mobilised for emergencies. Normally these comprise staff with permanent posts in other parts of the agency, and who can be released for emergency deployments - they may be considered as “volunteers” within the agency. Certain technical posts (e.g. engineers, doctors, accountants) are also susceptible to standby arrangements between humanitarian agencies and other employers who are willing to release staff for short placements when needed. Maintaining the readiness of people on such stand-by lists is challenging, and agencies are using a variety of creative techniques to build “loyalty” among this cadre.

**ECB NEXT STEPS**

The Emergency Capacity Building Project is now developing four pilot projects to help agencies improve the recruitment, development and retention of quality staff for humanitarian action:

- **Staff Capacity Metrics:** giving “staff capacity” the form of numbers to help track improvements and facilitate benchmarking between humanitarian programmes in different countries or different agencies.
- **Multi-agency Simulations:** scenarios which may be used for testing emergency response mechanisms and improving preparedness.
- **Building Trust in Teams:** tools to help improve self-awareness and encourage rapid formation of effective working relationships among culturally diverse staff in emergencies.
- **National staff capacity:** increasing competence and confidence of existing agency staff for humanitarian leadership positions.

**IN CONCLUSION**

- All agencies seem to have similar challenges in attracting, developing and retaining senior internationally-experienced field managers, but there are generally few problems at other levels (emergency directors, national staff, volunteers).
- The level of pay does not seem to be correlated to the quality of work.
- **BUT -** the resourcing strategy is a major factor.
- A committed pool is needed.
- Effective planning and preparedness is needed.
- A clear management structure and levels of responsibility are needed.
INTRODUCTION

Skillshare International is one of the four UK international volunteering agencies funded by DFID principally for this activity. The four agencies work collectively in many areas, and are members of the International FORUM on Development Service. The traditional model that we have all used has been that of the two year placement with a partner organisation, although there have been a number of changes in recent years, notably:

- The rediscovery of the solidarity model, which, during the 1980s and 1990s had been replaced to a large extent by a technocratic model (technical assistance)
- The move from placing British volunteers to the placement of volunteers, first from other countries in the EU, and now from countries beyond the EU; and
- More specifically, the development of south-south cooperation, the placement of people from developing countries in developing countries;

In order to contribute some of the lessons from our experience over 40 years of placing volunteers in developing countries, the following two main themes will be addressed: language, and risk.

LANGUAGE

We use the term “professional” in a number of ways:

- Meaning qualified, or competent. The converse of professional, in this case might be incompetent, or amateur;
- In terms of ethics of the collective (such as the medical or legal profession) or of the individual - which links with motivation to perform competently, or to act in solidarity. The converse would be unprofessional; and
- Meaning paid. The converse would be unpaid, voluntary or amateur.

We can use these terms about individuals, but they also apply to organisations. So NGOs, and people working with NGOs, may act professionally in respect of qualifications and ethics, but may be voluntary (or paid less). We need to understand these different uses of terminology in order to understand the coexistence that is being questioned as the topic of the seminar.
RISK

Risk, and risk management, have become fashionable approaches in the UK for management, and the fashion is pervading the voluntary sector. The concept originates with assessment of financial risk but is now extending to other management functions.

The international volunteering agencies, because they are working on longer-term development, have the benefit of time and resource to manage placement risk. We do this through the processes of partner and placement assessment, selection processes, pre-placement and in-placement training, a high level of support and through monitoring and evaluation.

The principal gain is the focus on the partner and the desired outcome. However our approach has demanded a high level of infrastructure. It also means that we tend to be risk-averse, and therefore there is less impetus for us to innovate. We are also slower to respond than humanitarian NGOs.

IN CONCLUSION

Plainly, humanitarian NGOs have to work faster and are also faced with a swell of interest from volunteers at times of particular need. The focus on risk may provide some pointers for humanitarian NGOs. This leads to certain key questions:

- Are there practices or principles which could be developed which would mitigate the risk of placing inappropriate, incompetent or unethical volunteers?
- What can be done in advance of the humanitarian intervention?
- Would there be benefit in having a register or roster of “approved”, or at least pre-selected volunteers?
- Could this be done for the sector as a whole, as some form of qualification?
- How do we recognise the human resource continuum, whereby an individual may work, either as a volunteer or as an employee, in a number of different agencies (or even in their own agency) during their working life?

INTRODUCTION

The International Federation of the Red Cross/Red Crescent Movement has a long history of using volunteers and voluntarism is one of the seven Fundamental Principles of the Movement. The first volunteers to assist in a relief effort go back to 1859 at the Battle of Solferino.

VOLUNTEERING IN THE RED CROSS/RED CRESCENT MOVEMENT

Volunteering in the Red Cross and Red Crescent Movement is an activity that:

- Is motivated by the free will of the person volunteering, and not by a desire for material or financial gain or by external social, economic, or political pressure
- Is intended to benefit vulnerable people or their local communities
- Is organised by recognised representatives of a National Society

Under the Federation’s definition, volunteering is not a paid activity, although all expenses should be reimbursed. This means that if people are being paid, they are not and cannot be described as ‘volunteers’.

“Local volunteers are not allowed to work in international operations: they should apply to be included in the teams managed by the international department of their National Society or to the vacancies opened at the Federation Secretariat or ICRC.”
When discussing who can be a volunteer, a gap can be created if one focuses too much on a particular ‘type’ of volunteers, such as highly qualified and experienced people - many valuable skills can also be found in youths and other people, even if they are perhaps less academically qualified. For example, in recognition of the contribution young people can make, the IFRC developed a Youth Policy in 1991 to help both National Societies and the Federation to plan for the development of Red Cross and Red Crescent youth.

WHAT VOLUNTEERS BRING TO AN ORGANISATION - ADDED VALUE

Volunteers can bring real added value to the organisation. They:

▫ Can contribute to achieve the mission
▫ Can be part of programmes, services, and activities
▫ Are local and act according to the local culture
▫ Because they are on the spot, they act immediately in case of crisis, disasters and emergencies

Today, the IFRC has clear goals. Volunteers bring skills and knowledge, new ideas, energy, enthusiasm and their time. Though the IFRC does not have volunteers who work abroad, the added values lies in local volunteers ensuring the ability to be closer to the local communities, to know their needs and to promote and strengthen civil society.

For IFRC, volunteering means management, efficiency, quality and coordination. Volunteers do not save money, they extend the budget.

LEGAL, OPERATIONAL AND ADMINISTRATIVE SUPPORT FOR VOLUNTEERS

An organisation will fail with volunteers if it does not have any volunteer plan, if there is no volunteer management system in place, and if there are no job descriptions drawn up for volunteers. IFRC tries to be more professional and defining the role of volunteers within the organisation is a key issue. This is not considered purely as a HR issue but more as a global issue since the organisation’s best resources are people.

The IFRC has:
1. Adopted a volunteer policy which is implemented and well known at local level
2. A volunteer management system in place
3. Detailed descriptions of the tasks to do - written role descriptions based on the humanitarian needs of the population and the local services and programmes
4. Insurance (in case of accidents, diseases, death and legal problems)
5. Encouraged friendly relations between volunteers and paid staff - clear distinction of their tasks and their complementary work but they are part of the same team
6. IFRC offers coaching - follow up - motivation - basic and specialised training

ROLES - ACTIVITIES FOR VOLUNTEERS

1. Volunteers provide a public service: humanitarian aid on health programmes, community services, social welfare, training, prevention and disasters
2. Volunteers are part of the governing board - direction
3. Experts or advisers - engineers - artists - bankers - lawyers - journalists - advertising - economists - notary
4. Volunteers in administration and finances
5. Working in emergencies, social crises and health outbreaks

The IFRC has developed many various tools and resources concerning volunteering, including a Volunteers Policy and implementation guide, a volunteer management system, a volunteer/youth newsletter, web sections on volunteers, a volunteer reference centre, etc.

Volunteer management is not always easy however, and involving volunteers in emergencies presents certain challenges. The IFRC has problems with discipline (in following rules and the Code of Conduct, etc.), with coordination, competition, security, etc. These are complicated issues to deal with and to communicate about. The key to volunteer management however is participation at all levels of the organisation.
The IFRC tries to get volunteers involved in crises locally. For emergencies, it has come up with a set of 'procedures' to take with volunteers before, during and after any emergency. These actions were drawn up for different types of volunteers: 'formal and active volunteers', 'spontaneous/new volunteers' and for 'non-active volunteers'.

The following slide demonstrates the different actions to take with formal and active volunteers.
Round Table 2

PART 2 - INITIATIVES IN THE EC
EU VOLUNTEER INITIATIVES: VALUABLE RESOURCE BASE OR POLITICAL VISIBILITY?

INTRODUCTION

Kathrin SCHICK, VOICE Director

EUROPEAN VOLUNTARY HUMANITARIAN AID CORPS (EVHAC)

The first time the concept of humanitarian volunteers emerged was in the draft EU Constitution when a corps for young volunteers was proposed in the chapter on humanitarian aid. VOICE got involved in the issue because it, along with its member NGOs, had concerns relating to volunteers in humanitarian aid.

At that time, many NGOs lobbied against the inclusion of the Voluntary Corps in the draft Constitution for several reasons - firstly, because NGOs did not agree with sending young people into emergency situations as this raised important security issues due to the increased risk of working in the field. NGOs also believed at the time that sending young volunteers did not correspond with the push for increased professionalism being promoted. However, as demonstrated by discussions and presentations during the morning, it is clear that the dialogue has moved on somewhat on this matter. Finally, NGOs felt that volunteers had nothing to do with the Constitution, and that this related more to a practical than a political issue. When ECHO embarked on the study on the European Voluntary Humanitarian Aid Corps, VOICE established a Working Group in order to provide its input on the issue.

Despite remaining sceptical to European volunteers in humanitarian aid, NGOs nevertheless recognise that their sector is based on voluntarism, and that this is what many NGOs grew out from. In that sense, the idea of using volunteers in the field is supported, though perhaps more in a development setting rather than an emergency situation. Yet despite the active lobbying on part of the NGOs, the concept of the Voluntary Corps remained in the draft Constitution.

OTHER EU VOLUNTEER INITIATIVES

When the Tsunami struck in December 2004, this created a strong wave of interest from the general public in the whole issue of humanitarian aid. This renewed interest from the public, combined with NGO shortage of staff, contributed to the Parliament feeling the impetus to launch a new initiative, particularly since visibility and relating to voters was of interest to politicians. At the same time, the European Commission also launched the strengthening of its crisis capabilities. Having Europeans volunteer was seen as one way to make the European taxpayer feel that his/her money was being well used.

As a result, three studies were undertaken. Two studies - namely a study on the promotion of volunteer work in civil protection and a study on the European Voluntary Humanitarian Aid Corps - will be presented here today. The third one is the European Civil Peace Corps, which looked into the possibility of creating a European Peace Corps for conflict prevention and peace building. DG RELEX who was responsible for the study stated to VOICE in advance of the seminar that the study is now concluded but that they will be looking more towards the existing resources and capacities in NGOs and civil society organisations.

With the three studies nearly completed, VOICE comes away with the impression that neither the NGOs nor EC services are too enthusiastic about the added value that the proposed initiatives would have other than improve EU visibility.
EU PROJECT: VOLUNTEER WORK WITHIN EUROPEAN CIVIL PROTECTION

Barbara Blanckmeister, Project Manager for the EU-funded project “Promotion of Volunteer Work in Civil Protection”, Technisches Hilfswerk

THE PROJECT

Technisches Hilfswerk (THW) is the German Federal Agency for Technical Relief, a governmental organisation dealing with civil protection. It works only with volunteers both in Germany and abroad (e.g. tsunami).

THW was commissioned by the European Commission (DG Environment) to carry out an EU funded project on ‘volunteers in civil protection’ over a period of two years (December 2004 to December 2006). In the frame of this project, THW has had to assess the current situation in the 25 EU member states as well as Norway, Liechtenstein and Iceland. From this study, it is expected to get an overview on the inclusion of volunteers in civil protection, to identify the specific influential factors and problematic areas, to develop a structured compendium of solutions (best practice), and to analyse the training systems.

Recommendations for Minimum Standards for the conditions of volunteer work in civil protection will be elaborated, as well as for Minimum Standards concerning the training of volunteers in civil protection.

The project relies on the completion of three phases: Evaluation, Workshops and Final Report. The international workshop organised in March 2006 and in which a wide variety of organisations participated, had four objectives: discuss and agree on recommendations for minimum standards, identify good practice examples, develop and gather ideas for a follow up of the project, and exchange experiences and to network among different organisations. Conclusions were made on the minimum standards.

The final report will contain a summary and aggregation of the results of the evaluation phase, the survey (performed by questionnaires), the country visits, and the international workshop. It will be submitted to the European Commission in December 2006.

MINIMUM STANDARDS FOR VOLUNTEERS IN CIVIL PROTECTION

The major concern of the project is the elaboration of minimum standards for volunteers regarding the working conditions of volunteers (management of volunteers, risk management, recruitment in disaster operations, insurance) and the training of volunteers. Focus is also put on the relations between paid staff and volunteers, and on the employers.

In each different work group, the same format was used for each discussed topic (about 25 topics in total) to help elaborate the recommendations. Three aspects were examined every time: rights and expectations of the volunteer, responsibilities of the organisation, and responsibilities of the volunteer. As an example, Ms. Blanckmeister discussed the outcomes of the discussion on the recommendation for the relation between volunteers and paid staff.

Rights and expectations of the volunteer:

- Equal opportunities
- Mutual respect
- Volunteer to be included in planning and decision making

Responsibilities of the organisation:

- To be aware of potential tensions
- To install mechanisms to provide for equal opportunities
- To have a policy which recognises the value of each staff member (paid and unpaid)
- To promote mutual respect
- To involve volunteers in the planning and decision making process

Responsibilities of the volunteer:

- To understand and appreciate the need for the role of the paid staff and volunteers
- To participate in the planning and decision making process
EFFICIENCY AND PROFESSIONALISM

ECHo’s aim is to give aid in the most efficient way possible and the need to be professional is therefore paramount. Key for ECHO is whether NGOs can carry out their work properly and efficiently. If they cannot, this impacts on NGOs getting the Framework Partnership Agreement (FPA). ECHO has a responsibility towards the European taxpayer and is monitored by the Court of Auditors, and therefore what matters most to ECHO are the results that are obtained through its NGO partners. In this sense, NGO professionalism is very important.

ROLE OF VOLUNTEERS

The juxtaposition of the two concepts ‘voluntarism’ and ‘professionalism’ is becoming outdated. The Commission does not regard as important whether it is volunteers or paid staff who work in its NGO partners. This decision is left to the NGOs themselves.

Studies show that the best volunteers are local, as they know and understand local behaviours and culture. In terms of sending volunteers out to the field in emergencies, in the first period of a crisis, untrained volunteers do not have a role to play - they can even have a negative influence. As shown in recent emergency situations, there is a risk when individuals from the general public want to ‘go out and help’ - such individuals constitute a danger to themselves but also to the humanitarian community and the beneficiaries. They do not understand the security issues and can have detrimental effects. It may be argued that volunteers could play a better role in development rather than in emergency situations.
The following issues were the main comments/questions raised during the various discussion times throughout the seminar.

VOLUNTEER MANAGEMENT VERSUS SALARIED STAFF MANAGEMENT - IMPACT ON NGO WORK

Isabelle Prin (Handicap International) raised the issue that the decrease in volunteers - and consequently the increase in salaried staff - in French humanitarian NGOs has meant that, in terms of management, it has become more difficult to manage this "newer" group of staff, due to their age, family status, and to their more demanding nature in general. Salaried staff requirements are higher than volunteers'. She nevertheless raised the positive aspect linked to using salaried staff which is the impact that this has had on staff turnover, which has decreased among staff with permanent contracts. This is considered advantageous for the stability of programmes as well as of the organisation.

MOTIVATION - FINANCIAL GAIN - IMPACT ON QUALITY

The role of motivation versus financial incentives and what impact this has on the quality of aid delivered were questioned during the morning.

The issue of financial gain and motivation is deep and complex. The discussion demonstrated the belief that there is diversity in motivation between different people - for example, between a first timer and someone further down the line. The different motivations may have an impact on the performance and behaviour in the field. Mark Hammersley (ECB Project) explained how a study on retention (on push and pull factors for staying in an organisation) showed up issues of equity of remuneration - two people working alongside doing the same job but one not being paid can provide a complication. However, this is also related to the level of satisfaction in work. If staff are happy in their jobs, they will not be as concerned about financial issues.

From reviews that the ECB Project has done, financial remuneration does not appear to be an important factor as far as quality is concerned. Instead, the fact that volunteers work without financial motivation provides a special kind of motivation, which benefits the quality of the work. However, if given a choice, people will in general always opt for a salaried status.

What is important to note is that many volunteers are motivated by the fact that they can offer professional services as well, even if on a voluntary basis. People working in the humanitarian aid sector know they could get better salaries in other sectors, yet they stay in the humanitarian sector since they are motivated by other things than monetary reasons. Studies show that the level of the quality of work in general is not correlated with the level of salary.

In terms of quality of work delivered, the discussion centred on what to expect from volunteers. If you are an organisation who employs professionals, you can expect to get professional services in return. Can you expect the same from volunteers? How does using volunteers affect the issue of quality of work?

Janine Lietmeyer (Malteser) pointed out that in her organisation the requirements for volunteers are very high, and that Malteser always strives to get professional workers. It is important to treat volunteers the same, to appreciate them even more than salaried staff perhaps, because they are committed to their work even if they are not paid.

MANAGEMENT OF EXPECTATIONS OF VOLUNTEERS - A CHALLENGE

Tim Hayward (Red-R) put forward the idea that an area worth further exploring is young people coming to humanitarian aid with many illusions about the sector but without appropriate training and professionalism. Tackling this issue implies knowing how to manage expectations, and making sure that people understand that their skills and competencies must be compared to what is needed in the field. Following the Tsunami, a huge wave of people came forward who "wanted to help" and who did not understand that specific skills and experience are required in
Main Discussion Points

Emergencies. To manage people’s expectations is a huge challenge for recruitment. The value in further exploring people’s expectations is to develop an understanding of those trying to volunteer their services. People are coming forward with completely wrong ideas and expectations of what they could do and what they could be going into, and this is an issue to be tackled.

Isabelle Prin pointed out that NGOs should not be the main ones to manage people’s expectations, as this is then already at too late a stage. Expectations should be managed earlier by schools, universities, the media, etc., before people create their illusions and expectations of the sector.

From a recruitment perspective, Janine Lietmeyer said that recruiters must shift people’s expectations that they will be only doing some technical work in the field. It is relatively easy to find staff with technical skills but harder to find people with other skills such as management skills which are also often required. Overall, there must be more clarity in setting out the requirements for volunteers, so as not to raise their expectations.

**Value in Investment of Volunteers**

Most participants at the seminar appeared to agree that volunteers have a contribution to make, whilst also admitting the complexity of the issue. Is it worth for organisations to invest more in the management of volunteers and in volunteer development, instead of focusing on ‘normal’ human resource management? Should NGOs invest in the better integration of volunteer management into the HR strategy?

If the contribution volunteers can make is deemed valuable, then it is worth investing in volunteers. It is important to note however that if there is no capacity to manage volunteers within the organisation, then it is a waste of valuable resources and time to use them. On the other hand, if capacity does exist, then it is worth investing in volunteer management. It is also less costly to place a higher value on volunteer work already done ‘in-house’: many salaried staff put in extra working time on a volunteer basis, and this should be further acknowledged and perhaps developed.

Other members of the panel stressed the importance of investing in the overall HR strategy, stating that the most significant factor in the quality of a humanitarian response is the coherence of the resourcing strategy. A committed pool and effective planning and management are needed. Whether workers are volunteers or not was seen as unimportant. What is important is having the right people at the right place at the right time. Whether this involves paying people or not is down to the organisation to decide. If an organisation’s resourcing strategy is run on ideological grounds, it will not work.

**Career Planning (Continuum Model of HR)**

Jake Bharier (International FORUM for Development Service) raised the point that the continuum of human resources needs to be recognised in the sector. Experiences that people in the whole international sector have at different stages of their lives in different organisations mean that they bring experience into their jobs. When thinking in this continuum way, it is possible to begin to view differently the issue of how to manage young versus old volunteers, and less experienced versus professionals. This is a very valuable way of looking at the ‘problem’ of volunteers, and the sector should not lose out by not employing volunteers who may well later become high ranking and highly experienced professionals in the sector.

**Volunteer Policy Coherence Within Organisation**

With regards to the Red Cross/Red Crescent experience, a unified policy exists across the Red Cross/Crescent organisations that aims to improve the management of volunteers. However, it takes time to convince people to invest enough time and effort in working on a volunteer management strategy. It also takes time for a policy and strategy to spread across different local organisations. When trying to implement a policy cross-organisa-
tion, the local/national differences in each country must also be taken into account, even if the organisations have the same basic framework.

VALUE OF VOLUNTEERS’ CONTRIBUTIONS - “VOLUNTEERS DON’T SAVE MONEY, THEY EXTEND THE BUDGET”

One of the Red Cross/Red Crescent’s strongest messages is that to use volunteers is not about trying to save money but it is a way of trying to do more and doing it better. Tim Hayward drew the attention to the fact that volunteers are seen as a way of extending the budget. To what extent do NGOs truly value the contribution that volunteers make? As an example, it was explained how, in a statement on recommended practice, organisations are required to show on their budget the value of contributions in kind (e.g. volunteers). If an organisation has volunteers on its expenditure side, it should also put in an equivalent value on the income side; the contribution made by the volunteers is therefore clearly demonstrated. It was felt however that many organisations do not actually do this. This could be something to promote with organisations using volunteers.

ADDED VALUE OF EU VOLUNTEER INITIATIVES

Concerning the civil protection initiatives currently being developed in the EU, these have raised many questions from the NGO side, including what the added value of these developments is, and where the complementarity with humanitarian aid lies.

Concerning the EVHAC, it was specified that the European Commission’s official position on the study is still pending, awaiting the Commissioner’s final comments on the study. Another report came out this year - the Barnier Report - which talked a lot about coordination and complementarity between different EU actors. Among other things, it also suggested that all external assistance activities (civil protection, rapid reaction mechanism, humanitarian work) be concentrated under ECHO.
Main Discussion Points

NGOs. This brought the discussion on to whether NGOs are seriously thinking about their own effectiveness. Are they relating to the people who have been providing them with many funds for a long time, and acknowledging that these people want to be involved in a new and different way than how they traditionally were? NGOs have a responsibility to reflect on how to involve people in NGOs’ work in a way that does not necessarily involve sending them out in the field.

The discussion moved on to NGO accountability to supporters, which has increased over the years. The level of participation across the Europe is phenomenal (roughly 17 million NGO supporters across the EU), and the general public is very important in supporting NGOs. Yet NGOs’ first priority is accountability to the beneficiaries. Issues of management and control linked to NGO supporters exist, because we can talk about engagement in governance in NGOs, just as we can talk about engagement in government structures through parliamentary democracy. However, when it comes to dealing with immediate and urgent issues, formal systems of participative governance often do not necessarily deliver the goods. There needs to be a balance between effective accountability through forms of governance and effective management that delivers the needs.

VOLUNTEER SKILLS IN THE DEVELOPMENT VERSUS HUMANITARIAN SECTOR

There are different levels of competencies required for workers in either development or emergency settings. For example, medical professional competencies will vary from those needed by the ones dealing with long-term diseases and those dealing with trauma. The skills needed when working in communities are probably common skills, though they may materialise in different ways depending on whether staff are dealing with long or short-term situations. Most essentially perhaps, people’s humanity and ability to work with others are characteristics which during the selection process NGOs are most concerned about (along with technical skills). However, FORUM has developed no formal competencies framework for development workers, which could be of use to compare with the list of competencies needed by emergency relief workers that the Emergency Capacity Building Project is currently developing.
Before starting the Working groups, the plenary - facilitated by Ms. Emma Jowett - attempted to define the term 'volunteer', for the purpose of having a common definition for the afternoon activities.

CHARACTERISTICS
Desirable characteristics included the following:
- being professional
- commitment to work
- national to international progression
- travel
- working in limits of competence
- reliability
- availability
- willingness to accept conditions
- stability
- knowledge of humanitarian principles
- resilience

MOTIVATION AND FUNCTION
The motivation for a person to volunteer has to stem from positive reasons. The function of a volunteer can be 'anything' and 'nothing'. Different forms of commitment exist.

IN CONCLUSION
It was extremely difficult to come up with a simple definition of what is meant by 'volunteer'. Not everyone in the group was totally satisfied with the definitions, thereby demonstrating the complexity of the issue in the humanitarian sphere.
WORKING GROUP 1: LOCATING AND RECRUITING VOLUNTEERS

DEFINITION
For the purpose of clarity in this Working Group, a ‘volunteer’ was specifically defined as a non-salaried person, though possibly receiving an allowance.

AIMS OF SESSION
Compile a list of where to possibly recruit volunteers (sourcing)
Discuss ideas on how to find these people (methodology)

SOURCING
Where can organisations go to find volunteers?

▷ Websites (some examples):
  • Alertnet: www.alertnet.org
  • Charitypeople: www.charitypeople.oc.uk
  • Coordination Sud: http://www.coordinationsud.org/
  • DevJobs: www.devjobs.org
  • Idealist: www.idealist.org
  • OneWorld: www.oneworld.net
  • ReliefWeb: www.reliefweb.int

▷ Universities
  • During milk rounds
  • By targeting specific courses
  • At Career Fairs
  • Greenhouse effect -> Targeting students will take two-three years to produce any potential volunteers (once studies are finished)

▷ Internally: ask your staff and current volunteers

▷ Peers

▷ Private companies/corporate relationships

▷ Youth organisations

▷ Professional organisations (e.g. circle of lawyers)

▷ National staff

N.B. It is important to have the ability to differentiate between all those who want to volunteer and those who are worth investing in.

METHODOLOGIES
What methods can organisations use to locate volunteers?

▷ Advertising

▷ Focused public awareness activities
  • Be aware of the risk that the wrong type of people may be the ones coming forward to volunteer.

▷ Training courses
  Courses can provide a pool of potential (trained) volunteers. E.g.:
  • In-house training: ACF, Medair
  • Bioforce ‘active recruitment’ -> Bioforce organises recruitment sessions for NGOs by calling for interview its ranks of students who have undergone Bioforce training
  • Red Cross courses: Basic Training Course, in health, Emergency Response Units

▷ Carrying out innovatory projects

▷ Search through databases
  • In-house
  • Bioforce alumni

KEY POINTS

▷ Good, clear, support materials are needed to help organisations locate volunteers
To convince people to take part as volunteers, it is very important to be transparent and
honest about the work and the working conditions of volunteers. In order to do this, organisations could:

- Develop policy papers on voluntarism
- Develop success stories and real life stories of volunteers
- Always give the full picture of the work and working condition of volunteers
- Be open about the expectations
- Be clear about the ‘employment’ conditions
- Develop exclusive competencies (in print)
- Organise field visits to more stable locations- but who pays?

Promoting volunteer participation in the decision-making process of the organisation is a good way of attracting volunteers

- Recognition and appreciation is necessary to attract volunteers

ISSUES

- The size of the volunteer group to target should not be
  - too big - there is no point in having too many names on a volunteer list because only some will be available
  - too small - the organisation must ensure that it will have sufficient volunteers available from the volunteer pool when needed

- How can organisations guarantee that volunteers will be available when they are needed? Will volunteers be ready to go or not when there is an emergency?

- During standby periods, the NGO needs to organise regular meetings, exercises, communication, team building, and training for volunteers, as this develops loyalty and retains volunteers. Giving fidelity to the social aspect of volunteering (networking) is also a means of retaining volunteers.

- Due to lack of time, there was not much discussion on selection processes for volunteers but the Working Group came up with the following questions:
  - Should the selection process be different for volunteers than it is for professionals? This depends:
    - On the person
    - On what the volunteers are expected to do
    - On what kind of person the organisation is looking for
  - Is it important to include on the interviewing panel a person who has previous personal experience of volunteering?
  - Are face-to-face interviews necessary for volunteers?

WORKING GROUP 2: MAKING UNPAID VOLUNTEERS MORE PROFESSIONAL

DEFINITION OF VOLUNTEER

For the purpose of clarity of this Working Group, spontaneous and paid volunteers were excluded from the scope of the session.

DEFINITION OF PROFESSIONALS

- Volunteers from recognised professions
- Experienced people who have proved record of achievements

- Achievements, not only experience, are important as a person may have years of experience but been doing things wrong.

- Compliant with standards in the sector
- Discipline - followership
- Accustomed to adapt/integrate into a system
- Understand their own limits
- People who project credibility - can this be assessed?
- Academic qualifications
- Members of professional institutions
Working Groups

- Possess soft and hard skills
  - Soft = people skills, resilience, etc.
  - Hard = technical skills, project management, academic skills, etc.
  - Both types of skills are complementary and necessary
- Humility and openness to other cultures

HOW TO CREATE PROFESSIONAL VOLUNTEERS AND RECOGNISE IT WHEN WE HAVE IT?

Three areas:

- Competence related to individual
  - Recruitment of competent individuals - but this can be expensive to assess
  - Professionalisation of individual before s/he enters the organisation - but the humanitarian aid sector is still struggling to be recognised as a profession, which hinders the possibility to provide a body which can professionalise individuals
  - Other sectors (e.g. financial sector) have such bodies - Body of chartered accountants, which professionalises staff in the sector
  - Complementary competencies can be recognised
  - Recognition of transferability of skills (or not) to humanitarian role - The special context. E.g.: doctors in hospital versus doctors working in emergency situations/conflict
  - Adaptability of individual to different contexts
  - Requirement of field experience
  - Need academic qualifications - however there is often reliance on people association/personal links, rather than on academic skills

- Boundaries [framework, codes, guidelines, tools which help define what the sector expects from an individual]
  - Use of standards and codes of good practice - but how well known are these? What are the implications for non-compliance to standards/codes to the organisation? Is there a process that is set up to deal with non-compliance to standards and codes?

- The humanitarian sector should be able to make its own standards for professionalism (not designed externally) - how are standards perceived in different parts of the world (local perception)?
- Use of competencies frameworks - however, risk that organisations with structured competent frameworks drive out creativity.
- Need to recognise that there are different levels of professionalism, it is not just black and white: yes/no, graduate/affiliate, etc.
- Need to understand the roles volunteers go into and the competencies for the role to match
- Develop career paths for volunteers

- Professional organisation [requirement of support within the organisation, otherwise you cannot expect individuals to be professional]
  - An organisation must be clear of its own objectives and how to achieve them
  - Equality between unpaid volunteers and salaried
  - Constant evaluation and assessment - by internal and external regulation.
  - Regulation needs to be stronger.
  - Mechanisms and support for accreditation
  - If projects are managed and supported well, then even first time volunteers will have little problems in the field

N.B. Before trying to professionalise individuals, importance of having a professional organisation in place!
ISSUES

▷ What is the ‘tipping point’ for professionalism?
  • At what level do we put the bar for considering what a professional organisation looks like and for considering what a professional humanitarian worker is like?
  • At what point do we decide that there is a need for professionalism?
  • When a majority of organisations is seen as professional, this creates the need to make the rest professional too.
  • In the same way, the number of people who are professional impacts on how professional we want the sector to be.

▷ Are we setting the barriers for professionalism too high or too low?

KEY POINTS

▷ Responsibility of the organisation in creating/providing
  • Training
  • Regulation
  • Clear objectives
  • Development

▷ This creates a professional environment

▷ An organisation must be able to recognise the value of learning, integrating the changing environment and learning from it.

▷ To professionalise the sector, organisational standards must be developed
  • It is important to put organisations through regulation
  • Organisations need to have kitemarks for the process
  • It is not about the enforcement of standards

▷ How to assess competence
  • Organisations can benefit with their partnerships - e.g.: sharing simulations
  • This may require external enforcement to make it successful
  • Expensive - but should this become part of headcount costs?

▷ What is the cost of professionalising versus not professionalising?
“STRATEGIC RESOURCING IN HUMANITARIAN NGOs:
TOWARDS THE COEXISTENCE OF PROFESSIONALISM AND VOLUNTARIISM?”

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<th>Time</th>
<th>Topic</th>
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<td>8.30 - 9.15</td>
<td>Registration and coffee</td>
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<td>9.15 - 9.45</td>
<td>Current issues in Human Resource management in humanitarian NGOs</td>
<td>Kathrin SCHICK (Director, VOICE)</td>
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<td>Jonathan POTTER (Director, People in Aid)</td>
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<td>9.45 - 11.15</td>
<td>Round Table. What we can learn from each other: European NGO experiences and views on professionalism and volunteering</td>
<td>Janine LIETMEYER (Malteser International)</td>
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<td>Mark HAMMERSLEY (ECB Project – Initiative 1)</td>
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<td>11.15 - 11.30</td>
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<td>11.30 - 13.00</td>
<td>Initiatives in other sectors and the EC</td>
<td>Jake BHARIER (International FORUM on Development Service)</td>
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<td>1) Lessons from volunteer-sending organisations. How professional are their volunteers and how do they become so?</td>
<td>Oscar ZULUAGA (International Federation of Red Cross)</td>
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<td>2) EU volunteer initiatives: Valuable resource-base or political visibility?</td>
<td>Kathrin SCHICK (VOICE)</td>
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<td>13.00 - 14.00</td>
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<td>14.00 - 15.30</td>
<td>Working group 1: Locating and recruiting volunteers</td>
<td>Jonathan POTTER (People In Aid)</td>
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<td>Working group 2: Making volunteers more professional</td>
<td>Tim HAYWARD (RedR)</td>
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<td>15.45 - 16.45</td>
<td>Workshop recommendations and debate</td>
<td>Emma Jowett</td>
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<td>16.45 - 17.15</td>
<td>Conclusions and close</td>
<td>Emma Jowett</td>
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**Biographies**

**Jake Bharier** has worked for Skillshare International since 1991. He works in Strategic Services, providing advice and direction in a number of areas, including development of the sector, and of Skillshare International’s role in the sector. Before joining Skillshare International, he worked for Courtaulds in a corporate function, on health, safety and environmental issues. Jake represents BOND (the British network of international NGOs) to CONCORD, the European Confederation of International NGOs in relief and development.

**Barbara Blanckmeister** has a PhD in Social Sciences (Islamic Studies and Social Anthropology). She started her career in the field of development cooperation with special focus on West Africa. Between 1995 and 1999 Barbara worked in Austria at the Afro-Asiatisches Institut Salzburg (NGO) in the domain of scholarships programs for students from Asia, Africa and Latin America. Until 2003 she worked for the Carl-Duisberg-Gesellschaft in Cologne (now: Inwento) in the area of international training and capacity building. Since 2005 she works for the German Federal Agency for Technical Relief (THW) as project manager for the EU-funded project “Promotion of Volunteer Work in Civil Protection”.

**Mark Hammersley** is Staff Capacity Initiative Manager with the Emergency Capacity Building Project. In this role he is supporting collaboration between seven international NGOs to improve the speed, quality and ultimate effectiveness of humanitarian programmes. Mark is a former emergency programme manager, during which time he discovered first-hand the challenges of hiring and managing large numbers of “front line” staff during a crisis. Prior to working in this sector, Mark was a management consultant, specialising in the application of knowledge management techniques to improve service quality in multinational corporations. In 2002, he was one of the founders of Aid Workers Network, a global community of practice for development and relief professionals.

**Tim Hayward** has a background in both relief and development, and in engineering. Initially in 1986 volunteering as a Water Development Engineer with VSO in Indonesia, before working in civil engineering in the UK for 5 years. In 1994 he was seconded, through the RedR register, to work with Oxfam in Goma, Zaïre (DRC), as a Water Engineer working in the Rwandan refugee camps. Over the following 6 years he took a number of assignments, mainly with Oxfam but also with UNHCR and MSF(F), in various technical roles primarily in Central Africa and the Balkans, but also Latin America and South East Asia. In 1999 he joined the training team at RedR where he is now the Head of the Training & Learning Department.

**Emma Jowett** has been working as an independent training and learning specialist for a total of twenty years. While she has worked extensively in the public and private sectors in the past she has focused in the humanitarian sector since 1995 working for international NGOs, UN agencies and voluntary organisations at a national and international level.


**Janine Lietmeyer** has a Master in Political Science and in Humanitarian Assistance. Janine worked for an NGO specialized in exchange projects with South-Eastern European students for three years. Currently she is employed as Emergency Coordinator with Malteser International (HQ in Cologne). Janine is responsible desk officer for the recruitment and training of volunteers.

**Jonathan Potter** is the Executive Director of People In Aid. People Jonathan joined People In Aid in 2001 having worked for volunteer-sending organisation BESO and for ActionAid. Prior to this he worked in international marketing and sales for ten years, mostly working in the Middle East. He has a degree in Oriental Studies (Persian and Arabic) from the University of Oxford and in 1991 took a master in International Relations at Tufts University’s Fletcher School of Law and Diplomacy.

**Isabelle Prin** is currently the Human Resources Director of Handicap International (HI). She is in charge of HR management for all the staff (French HQ + expatriate staff + support for national staff management). Prior to this, Isabelle worked for HI for almost 6 years as Human Resources Manager, after 5,5 years as a management consultant. Isabelle is also an “occasional” member of the Board of Directors (when dealing with HR subjects). After her studies, she worked in Cameroon as a volunteer teacher.

**Roberto Rivolta** has an educational background in economics and in 2001 he took an MBA. Until 2000, he worked in the private sector. From 2002 he worked as a consultant in Financial Monitoring and Technical evaluation for EU funded programmes (EU ETF - European Training Foundation). He worked with AHT (German Consulting) in Tibet (China) as Procurement manager. Since February 2005, he works as a Desk officer for Middle East and Asia with CESVI.

**Kathrin Schick** has an educational background in Social Anthropology and Business Administration from Oslo University. She worked in Norwegian organizations such as the Norwegian Red Cross and Norwegian People’s Aid, as well as for the Directorate for Immigration of Norway, focusing on refugee issues and programs in South America. She subsequently gained field experience in Guatemala as Protection Officer for the UNHCR and consultant for CARE International. As Deputy Secretary General of the SOLIDAR network, she worked for seven years mainly on EU development policies and education campaigns. In 2001, Kathrin became VOICE Director.

**Oscar Zuluaga** joined the Red Cross Movement in 1969, as a young Volunteer at Colombian Red Cross; able to successfully develop the youth and volunteers and mastered many leaders as volunteer managers. Many different experiences at the National Society including the position of Secretary General; Chairman Youth Commission International Federation of Red Cross Red Crescent Societies 1981-1989 as a volunteer; ICRC staff member in Geneva during 18 months in the 90’s; Federation Red Cross delegate in Latin America and the Caribbean as a volunteer during the 90’s and also Federation delegate in Central Asia, East Timor and Iraq in the recent years; Consultant on volunteering and development issues. Oscar has humanitarian experience in the Americas, Europe, Asia and Middle East. Actually lives in Lisbon-Portugal with his family.
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<td>Florence DAUNIS</td>
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<td>Accion Contra el Hambre</td>
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<td>Robert GOOD</td>
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<td>Mario OLIVEIRA</td>
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<td>AEGH - Arbeitsgemeinschaft fur Entwicklungs' e.V.</td>
<td>DE</td>
<td>Hans NIRSCHL</td>
<td>Head of Department “Human Resource Development”</td>
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<td>John MAKOHA</td>
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<td>Olivier VANDECASTEELE</td>
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<td>Jake BHARIER</td>
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<td>Debora GUIDETTI</td>
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<td>People in Aid</td>
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<td>Eileen Mae TUFAY</td>
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Cooperation in Emergencies) is a network representing some 90 European NGOs active in humanitarian aid worldwide. Seeking to involve its members in information, training, advocacy and lobbying, VOICE is the main NGO interlocutor with the EU on emergency aid, relief, rehabilitation and disaster preparedness. As a European network, it represents and promotes the values and specific features of humanitarian NGOs. Based in Brussels, VOICE has been active for the last 12 years and is an independent organisation under Belgian law since 2001.

People In Aid is an international network of development and humanitarian assistance agencies. People In Aid helps organisations whose goal is the relief of poverty and suffering to enhance the impact they make through better people management and support. People In Aid provides support to agencies committed to improving their human resources management. It responds to the needs of its members and the wider sector, by providing research, publications, workshops, seminars, the Code of Good Practice, and other activities.