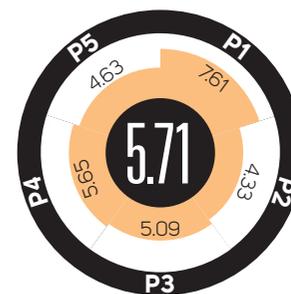


FRANCE

HRI 2011
Ranking
11th



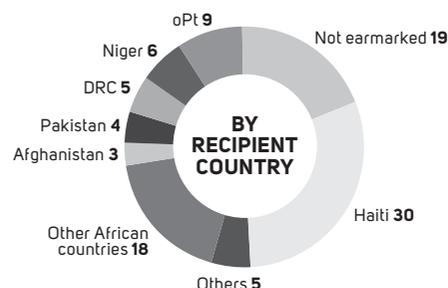
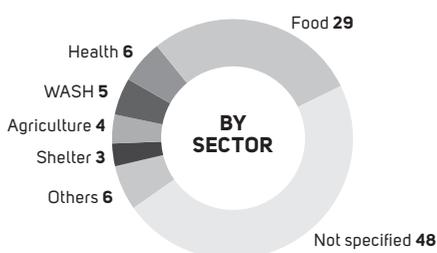
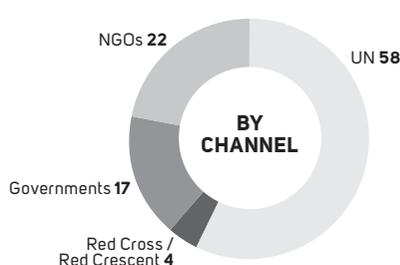
Group **2**
LEARNING
LEADERS

OFFICIAL
DEVELOPMENT
ASSISTANCE **0.50%**
of GNI

HUMANITARIAN
AID **2.2%**
of ODA

US \$4
Per person

HUMANITARIAN AID DISTRIBUTION (%)



GENDER RATING

POLICY →

FUNDING ↑

FIELD PERCEPTION →

STRENGTHS

Pillar	Type	Indicator	Score	% above OECD/DAC average
5	QT	Funding and commissioning evaluations	9.97	+140.9%
1	QT	Timely funding to complex emergencies	9.84	+24.4%
4	QL	Facilitating safe access	6.15	+20.6%
2	QL	Strengthening local capacity	6.83	+18.2%
2	QL	Beneficiary participation	5.61	+16.9%

AREAS FOR IMPROVEMENT

Pillar	Type	Indicator	Score	% below OECD/DAC average
3	QT	Funding UN and RC/RC appeals	0.45	-88.9%
5	QT	Funding accountability initiatives	0.51	-87.7%
2	QT	Funding reconstruction and prevention	1.02	-77.1%
2	QT	Funding international risk mitigation	2.91	-39.2%
4	QT	Refugee law	3.47	-38.3%

OVERALL PERFORMANCE

France ranked 11th in the HRI 2011, improving four positions from 2010. Based on the pattern of its scores, France is classified as a Group 2 donor, "Learning Leaders". Donors in this group are characterised by their leading role in support of emergency relief efforts, strong capacity and field presence, and commitment to learning and improvement. They tend to do less well in areas such as prevention, preparedness, and risk reduction efforts. Other Group 2 donors include Canada, the European Commission, the United Kingdom and the United States.

France's overall score was below the OECD/DAC and Group 2 averages. Compared to OECD/DAC donors and its Group 2 peers,

France scored below average in all pillars, with the exception of Pillar 1 (Responding to needs), where it scored above the OECD/DAC and Group 2 averages.

France did best compared to its OECD/DAC peers in the indicators on *Funding and commissioning evaluations*, *Timely funding to complex emergencies*, *Facilitating safe access*, *Strengthening local capacity* and *Beneficiary participation*. Its scores were relatively the lowest in indicators on *Funding UN and RC/RC appeals*, *Funding accountability initiatives*, *Funding reconstruction and prevention*, *Funding international risk mitigation* and *Refugee law*.

AID DISTRIBUTION

France's Official Development Assistance (ODA) as a proportion of its Gross National Income (GNI) rose to 0.50% in 2010, up from 0.46% in 2009. Humanitarian aid represented 2.2% of its ODA in 2010, or 0.010% of its GNI.

According to data reported to the United Nations (UN) Office for the Coordination of Humanitarian Affairs' (OCHA) Financial Tracking Service (FTS), in 2010 France channelled 57.2% of its aid to UN agencies, 21.4% to NGOs, 16.8%

to affected governments and 4.0% to the Red Cross / Red Crescent Movement. France also contributed to the Central Emergency Response Fund (CERF), representing 0.5% of its total assistance, and Emergency Response Fund (ERF), with 5.0%. In 2010, France supported a total of 38 emergencies: 17 in Africa, 17 in Asia, three in the Americas and one in Europe (OCHA FTS 2011).

POLICY FRAMEWORK

France's humanitarian assistance system has recently undergone significant structural change. Three separate agencies coordinate the French humanitarian effort, all under the supervision of the Ministry of Foreign and European Affairs. The main agency is the Crisis Centre (CDC), created in 2008, responsible for assessing emergency situations and organising the initial response and follow-up to humanitarian emergencies (MAEE 2011a). The CDC has access to the Humanitarian Emergency Fund and the Aid Fund and provides funding to French and international non-governmental organisations (NGOs) (CDC 2011). It can also conduct humanitarian action directly with its own 50-person staff (CDC 2011). The United Nations and International Organisations Department (UNIO) manages French funding to UN agencies and to the Red Cross / Red Crescent Movement. Finally, the General Directorate for Globalization (DGM) coordinates contributions for food aid (MAE 2011a). It is important to note that the French Agency for Development (AFD) also has a Crisis and Conflict Unit (CCC), which directs some prevention and preparedness activities (AFD 2011). The coordination of French humanitarian assistance is further complicated

by the fact that sub-national authorities in France can also have their own aid programmes (OECD/DAC 2009). France has humanitarian officials posted to some of its embassies for field support and has a total of 55 country offices (OECD/DAC 2008, OECD/DAC 2009).

France does not have a comprehensive humanitarian policy, but has endorsed the *Principles of Good Humanitarian Donorship* (GHD). Several documents are important for France's general development policy; the *Development Policy: a French Vision Strategy* (2011) delineates France's overarching goals (DGMDP 2011). This document includes "crisis countries" as one of the four possible partnerships for French aid; however, given that the document does not provide a specific policy for humanitarian action in these crisis countries, it is often unclear if the general developmental policy outlined in the document applies directly to crisis situations as well (DGMDP 2011). The *Cross-cutting Policy Document* (2011) presented to Parliament sets forth France's aims for its development policy for the next few years and in a similar manner includes France's activities in crisis countries (Republic of France 2011).

HOW DOES FRANCE'S POLICY ADDRESS GHD CONCEPTS?

GENDER

France has a *French strategy for gender equality* (2010) with the aim to “guarantee a cross-cutting approach to gender equality in all of the policies, fields of intervention and instruments that characterize French cooperation,” (DGMDP 2010). This action plan calls for the use of OECD “gender markers” in France’s ODA, the use of gender-sensitive indicators in evaluations, and the promotion and monitoring of gender-sensitive programmes (DGMDP 2010). Though this document is mostly limited to actions undertaken by the AFD, there are some measures that overlap and apply to humanitarian assistance. Most notably, France includes the appointment of “gender equality” correspondents in embassies and specific training courses for MAEE officers concerning gender equality (DGMDP 2010).

PILLAR 1

RESPONDING TO NEEDS

Though there is no guiding humanitarian policy, the French Ministry’s website declares that humanitarian aid should be guided by the principles of humanity, impartiality, independence and neutrality. France has adopted a leading role in dealing with fragile and highly vulnerable states. In 2007, it revised its *Fragile States and Situations of Fragility: France’s Policy Paper* (2007), which delineates special considerations to take in regards to these states, including its “Fragilities Grid” - a tool to assess vulnerability. In its *Policy on Fragile States*, France emphasizes the importance of rapid response in sudden onset disasters and complex emergencies (CICID 2007). To this end, France’s Crisis Centre, on call day and night, has access to the Emergency Humanitarian Fund. The Crisis Centre can fund NGOs, multilateral organisations, or operations led by its own group of experts and staff (CDC 2011).

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

France has expressed a strong commitment to beneficiary participation and building local capacity in its *Aid Effectiveness Action Plan* (MAEE 2006), although its application to humanitarian crises is not clear. Its *Policy on Fragile States* emphasizes the importance of the transition from relief to rehabilitation and calls for institutionalising links between different players in the field to improve the transition to development (CICID 2011). France’s *Policy on Fragile States* repeatedly underscores the importance of conflict and disaster prevention, preparedness and risk reduction (CICID 2007). This same policy declares that France abides by the OECD/DAC *Principles for Good Engagement in Fragile States* and guidelines on conflict prevention (CICID 2007). Finally, France states that it will introduce a conflict prevention element into its partnership frameworks (CICID 2007).

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

France's *Policy on Fragile States* stresses the importance of flexible funding for fragile states (CICID 2007). Special emphasis is given to the flexibility of the Emergency Humanitarian Fund (EFH), now under the direct control of the Crisis Centre (CICID 2007 and CDC 2011). The Interministerial Commission for International Cooperation and Development (CICID) is intended to coordinate development, security, peace-keeping and humanitarian strategies (OECD/DAC 2009). The Crisis Centre also serves to focus France's emergency activities, and is attached to the Foreign Ministry directly in order to better mobilise all actors (CDC 2011). France states in its *Fragile States Policy* that its *Fragility Grid* is meant in large part to increase coordination, as it provides French actors with the same assessment of the field situation (CICID 2007). Additionally, the Centre organises meetings with French NGOs to discuss security or cross-cutting issues to further increase coordination among French actors (CDC 2011). In terms of coordinating with non-French actors, the *French Vision* states that in crisis management, "effective coordination between widely differing public and private players" is key, and highlights France's cooperation with the European Union (DGMDP 2011).

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

The Ministry of Foreign Affairs highlights the importance of international humanitarian law, human rights and refugee law in its humanitarian action (MAEE 2011b). This includes access to affected populations and the safety of humanitarian workers, as well as a clear commitment to the protection of civilians (MAEE 2011b). The Crisis Centre states that it "supports and coordinates the action of NGOs by organising meetings to develop discussion on humanitarian issues and meetings that are more theme-based or related to the security of teams in the field," (CDC 2011). France's policy on advocacy toward local authorities is not clear.

PILLAR 5

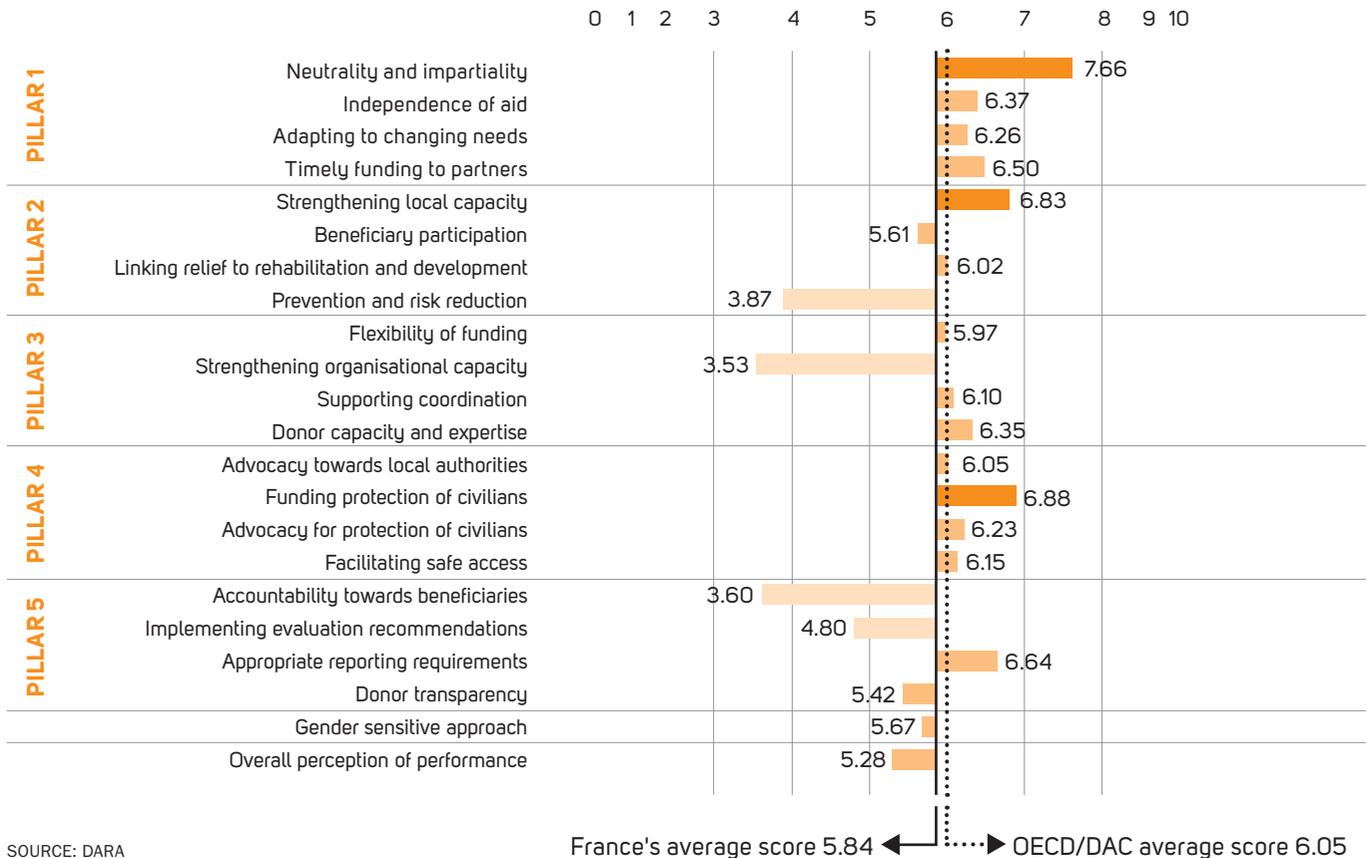
LEARNING AND ACCOUNTABILITY

In the *Aid Effectiveness Action Plan*, France called for the creation of cross-cutting evaluations of all instruments, countries, and sectors, and for the analysis and assessment of the effectiveness of the *Framework Partnership Documents*. The 2008 DAC Review confirms that evaluations of humanitarian aid are conducted mid-term and at the end of the project, programme or crisis response, and for cross-cutting themes (2008). The Ministry of Foreign and European Affairs (MAEE) carries out evaluations of all bilateral and multilateral aid, including humanitarian efforts, often hiring external consultants to do so. To increase transparency, the 2006 *Institutional Act of Financial Legislation Law* requires the Foreign Ministry submit a report to Parliament detailing all budget costs and aid flows for each year. France is also part of the Multilateral Organization Performance Assessment Network (MOPAN) which aims to monitor the performance of multilateral organisations (OECD 2009). Accountability towards beneficiaries is included in France's *Aid Effectiveness Plan* for the implementation of the Paris Declaration (MAEE 2006), but the policy for humanitarian assistance is unclear.

FIELD PARTNERS' PERCEPTIONS

FRANCE'S FIELD PERCEPTION SCORES

Collected questionnaires: 32



SOURCE: DARA

Colours represent performance compared to donor's average performance rating:

■ Good
 ■ Mid-range
 ■ Could improve

HOW IS FRANCE PERCEIVED BY ITS PARTNERS?

GENDER

Partner organisations reported that France's efforts regarding gender are lacklustre and "all rhetoric". Implementing partners stated that France "doesn't know what [it] wants in terms of gender," and that that it does not "have a real gender approach strategy," or "a means for verifying gender is actually been taken into account." Another interviewee revealed that the French gender strategy is developed far from the field without taking into account field constraints; this results in systems like gender quotas for staff, which can be difficult to implement in some crises.

PILLAR 1

RESPONDING TO NEEDS

France scored lower than most donors for the independence of its humanitarian assistance. One organisation declared: “The CDC always has a political interest . . . When they intervene, it is for political reasons.” The timeliness of its funding was similar – again France scored below most donors yet above its qualitative average score. One interviewee called the French “proactive” in this respect, and another mentioned that though France had a set calendar for funding it was accessible to the staff of its partner organisations. Some implementing partners would still like to see a quicker response time, reporting that the funding process could take a long time.

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

In Pillar 2, field partners were particularly critical of France’s support for *Prevention and risk reduction*. According to its partners, however, incorporating the reinforcement of local capacity in programmes is one of France’s strengths. Partner organisations praised France’s efforts in cooperating with and building local authorities’ capacities, and in asking for verification of this component through reports from its partners. Feedback was somewhat less positive regarding beneficiary participation, though France still outperformed its peers. Partner organisations report that beneficiary participation in programme design and implementation “has become more important over the past two years,” though they also report there is more emphasis on beneficiary participation in the implementation stage than in the design stage. Some interviewees considered that beneficiary participation in monitoring and evaluation is the weakest, where France reportedly encourages participation but does not verify.

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

France’s partners generally praised its commitment to providing flexible funding, stating: “They don’t even ask for justification,” and that French funding is “totally flexible”. However, France received significantly lower scores than its peers on this indicator. In terms of coordination, humanitarian organisations in the field pointed out several impressive aspects of the French system. One revealed that there was “real synergy” among France, European Commission’s Directorate-General for Humanitarian Aid and Civil Protection (ECHO) and a pooled funding mechanism, emphasising that France consulted ECHO for information on its funding before making decisions on its own funding to avoid duplication of efforts. Another interviewee stated that France “has a steering committee that includes all of their partners to follow up on the action.” Overall, it seems that interviewees appreciated France’s knowledge of the crises, stating that it has “the right expertise and experience to make good decisions at the right moment.” Partners were more critical of France’s limited support for their organisational capacity.

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

Partner organisations reported that France does fairly well in regards to protection and international law in the field. One organisation confirmed that France took measures to advocate for central governments to fulfill their responsibilities in response to humanitarian needs. Interviewees stressed the importance France places on protection, describing the protection of civilians as “an entry point in the implementation and design of projects for the CDC.” Regarding France’s efforts for the security of humanitarian workers, some organisations underscored that France is cautious in terms of security: one interviewee reported that France, “doesn’t want you to go where there’s insecurity,” and that security “is a great priority... [France wants] to go everywhere, but only if security is assured.”

PILLAR 5

LEARNING AND ACCOUNTABILITY

According to its field partners, France does not do enough to ensure accountability to affected populations. One organisation declared the “CDC does not understand what accountability is. They try but there is no translation of the word in French.”⁴ Partner organisations also reported that the French system for implementing recommendations from evaluations was “very weak”. Interviewees would also like to see greater transparency of France’s funding. Many organisations complained that France’s funding mechanisms are “impossible to understand,” or that France is “not so transparent . . . for example they refused a project . . . and then agreed to it [later].” On a more positive note, organisations appreciated France’s reporting requirements, as it accepts the ECHO’s report from its partners, considerably reducing their workload.

RECOMMENDATIONS

● FORMALISE COMMITMENT TO HUMANITARIAN PRINCIPLES IN A COMPREHENSIVE HUMANITARIAN POLICY

France would do well to create an official humanitarian policy which explains its commitment to *Good Humanitarian Donorship* principles and unites the information from various web pages and documents into a common humanitarian policy.

● INVEST ADEQUATELY IN PREVENTION, PREPAREDNESS AND RISK REDUCTION

France could improve its support for prevention, preparedness and risk reduction, as it received some of its lowest scores for indicators on these issues. For example, funding for reconstruction, prevention and preparedness represented only 4.1% of its humanitarian aid, while the OECD/DAC donors allocated an average of 18.6%. France also received the second-lowest score for *Funding international risk mitigation* and among the lowest in the qualitative, survey-based indicator, *Prevention and risk reduction*.

● ENHANCE SUPPORT FOR UN AND RC/RC APPEALS, COORDINATION AND SUPPORT SERVICES AND POOLED FUNDS

France received the third-lowest score of the OECD/DAC donors for *Funding UN and RC/RC appeals*, which measures the extent to which donors provide their fair share³ of funding to UN and Red Cross/Red Crescent (RC/RC) appeals, coordination and support services and pooled funds. France scores well below average in all the components that comprise this indicator.

● PROTECT THE INDEPENDENCE OF HUMANITARIAN AID

France's partners perceive that its humanitarian aid is not independent of other political, military, security or economic objectives; France received the fourth-lowest score of the OECD/DAC donors for this indicator. Field perceptions of its independence were especially low in Somalia and Kenya. France should put practical measures in place to safeguard the independence of its aid and engage with its partners to discuss their perceptions.

● RENEW COMMITMENT TO ACCOUNTABILITY

France improved slightly its participation in humanitarian accountability initiatives¹ compared to 2009, but its funding of these initiatives² dropped from an already low 0.22% (of France's humanitarian aid) in 2009 to 0.04% in 2010. OECD/DAC donors allocated an average of 0.43%. It also received the third-lowest score for the qualitative, survey-based indicators on accountability towards beneficiaries, indicating that France should renew its commitment to accountability.

● REVIEW SUPPORT FOR REFUGEES

France does fairly well in the indicators on *International humanitarian law* and *Human rights law*, but received one of the lowest scores for *Refugee law*, which measures the number of treaties signed and ratified, refugees accepted under resettlement programmes and related funding. France scored especially low in the components related to refugee resettlement and funding.



Please see www.daraint.org for a complete list of references.