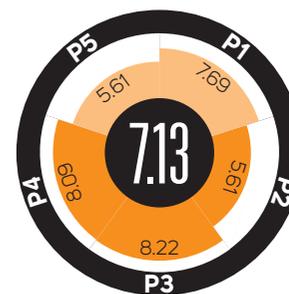


# NORWAY

HRI 2011  
Ranking  
**1st**



Group **1**  
PRINCIPLED  
PARTNERS

OFFICIAL  
DEVELOPMENT  
ASSISTANCE **1.10%**  
of GNI

HUMANITARIAN  
AID **12.2%**  
of ODA **US \$113**  
Per person

## HUMANITARIAN AID DISTRIBUTION (%)



## GENDER RATING

POLICY

FUNDING

FIELD PERCEPTION

### STRENGTHS

Pillar	Type	Indicator	Score	% above OECD/DAC average
3	QT	Funding UN and RC/RC appeals	10.00	+145.8%
2	QT	Reducing climate-related vulnerability	8.40	+108.4%
3	QT	Funding NGOs	8.98	+98.0%
3	QT	Un-earmarked funding	10.00	+92.9%
4	QT	Refugee law	10.00	+77.8%

### AREAS FOR IMPROVEMENT

Pillar	Type	Indicator	Score	% below OECD/DAC average
2	QT	Funding reconstruction and prevention	3.21	-28.4%
1	QT	Funding vulnerable and forgotten emergencies	6.36	-7.9%
1	QT	Timely funding to complex emergencies	7.67	-3.1%
5	QL	Implementing evaluation recommendations	4.22	-1.5%
2	QL	Prevention and risk reduction	4.50	-0.2%

## OVERALL PERFORMANCE

Norway ranked 1<sup>st</sup> in the HRI 2011, improving three positions from 2010. Based on the pattern of its scores, Norway is classified as a Group 1 donor, "Principled Partners". This group is characterised by its commitment to humanitarian principles and strong support for multilateral partners, and generally good overall performance in all areas. Other Group 1 donors include Denmark, Finland, the Netherlands, Sweden and Switzerland.

Overall, Norway scored above the OECD/DAC and Group 1 averages. Norway scored above the OECD/DAC average in all pillars. It was above the Group 1 average in all pillars, with the

exception of Pillar 1 (Responding to needs) and Pillar 5 (Learning and accountability), where it scored below average.

Norway did best compared to its OECD/DAC peers in the indicators on *Funding UN and RC/RC appeals*, *Reducing climate-related vulnerability*, *Funding NGOs*, *Un-earmarked funding* and *Refugee law*. Its scores were relatively lower in indicators on *Funding reconstruction and prevention*, *Funding vulnerable and forgotten emergencies*, *Timely funding to complex emergencies*, *Implementing evaluation recommendations* and *Prevention and risk reduction*.

# AID DISTRIBUTION

Norway's Official Development Assistance (ODA) has consistently risen since 2008 and currently represents 1.10% of its Gross National Income (GNI). Humanitarian assistance represented 12.2% of Norway's ODA in 2010, or 0.14% of its GNI.

According to data reported to the United Nations (UN) Office for the Coordination of Humanitarian Affairs' (OCHA) Financial Tracking Service (FTS) (2011), Norway channelled 45.6% of its 2010 humanitarian aid to UN

agencies, 29.6% to non-governmental organisations (NGOs) and 14.5% to the Red Cross/Red Crescent Movement. Norway supported 14 crises in Africa, ten in Asia and eight in the Americas. Of the humanitarian aid allocated to specific countries, Pakistan, Haiti and Sudan received the greatest amount in 2010. Sectorally, Norway concentrated its funding on coordination and support services; and protection, human rights and rule of law initiatives (OCHA FTS 2011).

# POLICY FRAMEWORK

The Norwegian Ministry of Foreign Affairs (MFA) manages Norway's humanitarian aid, with the Norwegian Agency for Development Cooperation (Norad) operating as a technical directorate. The Department for UN, Peace and Humanitarian Affairs and the Department of Regional Affairs and Development are the two main departments involved in overseeing humanitarian action. Norway continues to base its humanitarian policy on the MFA's 2008 *Humanitarian Policy*, which aims to make the country a world leader in the humanitarian field. The MFA has also developed sector-specific humanitarian policies, such as the *Norwegian policy on the prevention of*

*humanitarian crises* and the *2011-13 Strategic Plan for Women, Peace and Security* (MFA 2011). To meet the challenges of an increasingly complex international system, Norway sees its humanitarian engagement as part of a coherent foreign and development policy that aims to promote peace and sustainable development (MFA 2008). The Norwegian Emergency Preparedness System (NOREPS), a partnership among the Ministry of Foreign Affairs, the Directorate for Civil Protection and Emergency Planning (DSB), was established to strengthen the response capacity of humanitarian organisations, especially in the critical first phase of a humanitarian crisis (MFA 2008).

## HOW DOES NORWAY'S POLICY ADDRESS GHD CONCEPTS?

## GENDER

*Norway's Humanitarian Policy* aims to set new standards in women's rights and gender equality. This commitment is highlighted by the MFA's 2011 publication of the *2011-13 Strategic Plan for Women, Peace and Security* which intends to enhance women's influence and participation and strengthen the protection of women during armed conflicts. Norway supports the *UN Security Council Resolution 1325* on women, peace and security and contributed to the *Gender Handbook for Humanitarian Action* (MFA 2008). Its humanitarian policy states that all partners must ensure that the needs of girls and women are taken into account in all humanitarian activities, on par with the needs of boys and men (MFA 2008).

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## PILLAR 1

# RESPONDING TO NEEDS

Norway bases its humanitarian aid on the principles of neutrality and impartiality and attempts to ensure effective responses to changing humanitarian needs in both sudden and protracted crises (MFA 2008). Special priority is also given to promoting more balanced, needs-based activities where all affected groups are consulted, especially women and children. It pledges to allocate sufficient reserves to respond quickly, with substantial funding, to at least two new humanitarian crises per year (MFA 2008). *Norway's Humanitarian Policy* also mentions that the MFA is increasing multi-year cooperation agreements with selected partners.

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## PILLAR 2

# PREVENTION, RISK REDUCTION AND RECOVERY

Norway's humanitarian policy expresses a strong commitment to prevention, risk reduction and recovery (MFA 2008). In 2007, the *Norwegian MFA published the Norwegian policy on the prevention of humanitarian crises*, highlighting the need to strengthen the participation of affected parties at the local level, especially women and children and in prevention and preparedness activities. *Norway's Humanitarian Policy* also states that the international community should focus more on capacity building in countries prone to humanitarian disasters.

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## PILLAR 3

# WORKING WITH HUMANITARIAN PARTNERS

*Norway's Humanitarian Policy* emphasises the need to support coordination activities and flexible funding for humanitarian crises. Un-earmarked funds are dispersed early in the year to UN and International Committee of the Red Cross (ICRC) appeals. The MFA has set forth a strategic plan to work with and fund Norwegian humanitarian organisations while holding them to high standards. Since its inception, NOREPS has worked to improve coordination and responsiveness in providing immediate relief goods and personnel for humanitarian relief operations worldwide. Moreover, the MFA states that more resources will be invested in humanitarian assistance and that a strong humanitarian research capacity will be established in Norway (MFA 2008).

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## PILLAR 4

# PROTECTION AND INTERNATIONAL LAW

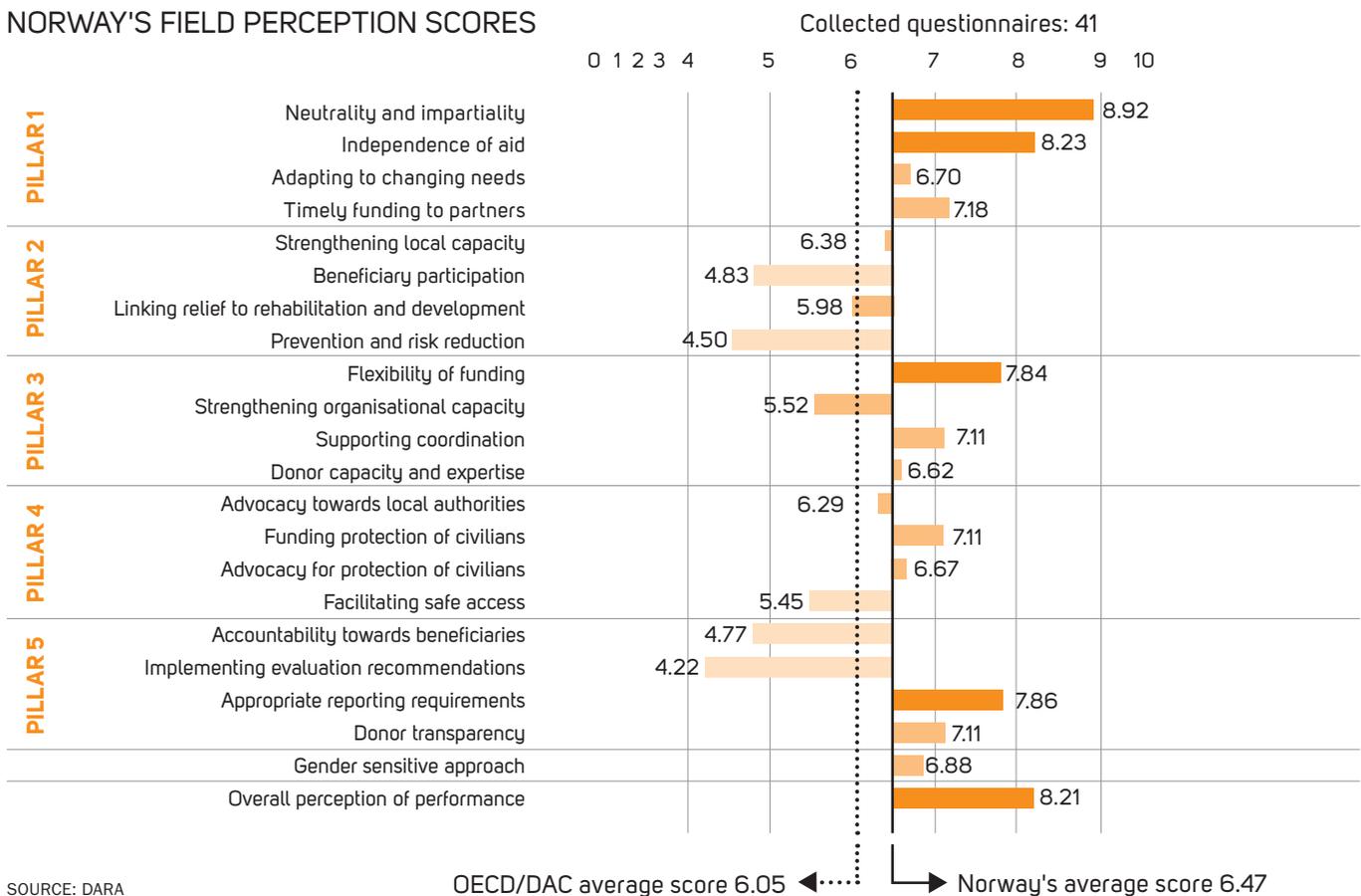
Protection and international law is a centrepiece in Norwegian humanitarian efforts (MFA 2008). *Norway's Humanitarian Policy* dedicates a section to the protection of civilians in complex emergencies, highlighting the need for greater international focus on protection measures for displaced persons, women and children. Oslo has spearheaded the effort to promote the 2008 Convention on Cluster Munitions and the 1997 Mine Ban Convention, as well as other disarmament initiatives. Norway's humanitarian policy also regards the Geneva Conventions as the pillars of international humanitarian law and advocates for greater implementation of refugee law in protecting displaced populations (MFA 2008). The MFA recognises that humanitarian crises often call for political solutions and therefore promotes advocacy towards local authorities when appropriate (MFA 2008).

# PILLAR 5 LEARNING AND ACCOUNTABILITY

Norway's Humanitarian Policy expresses a clear commitment to improving learning and accountability within humanitarian aid. Norway is making an effort to improve administrative capacities, simplify the reporting system and increase the use of evaluations and reviews (MFA 2008). The MFA (2008) has also adopted a zero tolerance policy regarding fraud and corruption for recipients. Furthermore, it is stated that in countries where Norway has a diplomatic presence, embassies will increase the use of evaluations and reviews, in cooperation with Norad, in order to facilitate learning. It is not clear from Norway's humanitarian policy whether there are measures promoting accountability towards beneficiaries.

## FIELD PARTNERS' PERCEPTIONS

NORWAY'S FIELD PERCEPTION SCORES



SOURCE: DARA

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

■ Good   
 ■ Mid-range   
 ■ Could improve

## HOW IS NORWAY PERCEIVED BY ITS PARTNERS?

### GENDER

Field partners largely held positive views of Norway's support for gender-sensitive approaches in humanitarian action. One interviewee affirmed that Norway "requires a strong commitment to women, generally women in conflict zones and this always features as a point in grant letters." Another added to this by stating that most Norwegian projects target women. When NGOs were expelled from one country, another organisation reported that Norway took the lead in coordinating a gender task force.

### PILLAR 1

### RESPONDING TO NEEDS

The majority of partner organisations interviewed describe Norwegian aid as neutral, impartial, independent and based on need. A few organisations observed political influence in Norway's aid, but felt that it was not a hindrance: "Norway's humanitarian action is influenced by its political interests, but not in a bad sense." Partner organisations also generally seemed to consider Norway's funding timely and to take into account changing needs, however, an interviewee in a crisis where Norway does not have field presence asserted that "Norway is not on the ground so they can't verify changing needs."

### PILLAR 2

### PREVENTION, RISK REDUCTION AND RECOVERY

Although below Norway's qualitative average, Norway outperformed its peers on *Strengthening local capacity*. One interviewee highlighted Norway's capacity building efforts in strengthening local institutions by training local staff and empowering women. In relation to *Linking relief to rehabilitation and development*, partner organisations gave slightly lower marks, though an interviewee noted that Norway was supporting recovery and developmental activities. Similar to most donors, Norway's partner organisations seem to indicate that there is room for improvement. One interviewee included Norway, together with other donors when commenting "it's not done so much because they're humanitarian programmes." On the other hand, another interviewee reported that beneficiary participation is required in every contract and final report. Partner organisations reported that Norway has supported measures to reduce risks in areas vulnerable to natural disasters; however, some would like to see a broader risk reduction and recovery plan.

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## PILLAR 3

# WORKING WITH HUMANITARIAN PARTNERS

Norway's partners seem highly appreciative of the flexibility of its funding. "Norway still gives a portion of funds that is completely un-earmarked, which greatly assists flexibility," described one recipient. However, it is worth noting that one recipient organisation stated that the funding is too flexible and that there should be greater oversight mechanisms in place. Norway's partners also praised its support for coordination: "After the NGOs were expelled, Norway encouraged increased coordination." Several commented on Norway's active field participation allowing for informed decision making. "Norwegian staff go out into the field, meet with partners and encourage consultation," stated one interviewee. Though Norway outperformed its peers, support for partners' organisational capacity has room for improvement. One of Norway's partners stated that Norway, together with their other donors, "have been reluctant to fund this." However, another organisation reported that Norway offered to provide support to train national staff.

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## PILLAR 4

# PROTECTION AND INTERNATIONAL LAW

Similar to most donors, partner organisations considered Norway stronger in funding the protection of civilians than in advocating for protection. However, Norway still outperformed its peers in this indicator. Norway received its lowest qualitative score in Pillar 4 in the indicator on *Facilitating safe access*. One organisation stated, "They try to implement safe humanitarian access but rarely succeed." Another criticised Norway, together with other donors, for not responding adequately to threats of abduction of humanitarian workers.

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## PILLAR 5

# LEARNING AND ACCOUNTABILITY

In Pillar 5, Norway stands out for its strong performance in *Donor transparency* and *Appropriate reporting requirements*. While most partner organisations have praised its reporting requirements, others thought that partners should be held more accountable. It received two of its lowest scores in *Accountability towards beneficiaries* and *Implementing evaluation recommendations*. In relation to the former, while most organisations were not very positive regarding accountability toward beneficiaries, one organisation stated that Norway is always interested in getting feedback from beneficiaries. Referring to the implementation of evaluation recommendations, one organisation stated, "Norway is very involved," while another felt that "they don't really do qualitative follow-up."

# RECOMMENDATIONS

## ● CONTINUE PROGRESS UNDERWAY TO IMPROVE TIMELINESS TO COMPLEX EMERGENCIES

Norway has improved the timeliness of its funding substantially. In 2009, Norway provided 69.3% of its funding in the first six weeks following a sudden onset emergency. In 2010, Norway provided 88.4% of its funding within this time frame, surpassing the OECD/DAC and Group 1 average. For complex emergencies, Norway provided only 11.2% of its funding in 2009 within the first three months following the launch of a humanitarian appeal. In 2010, this percentage jumped to 57.5%, though it still fell short of the OECD/DAC average of 59.4%.

## ● INVEST ADEQUATELY IN PREVENTION, PREPAREDNESS AND RISK REDUCTION

In 2010, Norway allocated 12.8% of its humanitarian aid to prevention, preparedness and reconstruction, while the OECD/DAC average is 18.6%. Norway's partners seem to confirm the need for greater support for these issues, giving Norway its second-lowest qualitative score.

## ● ENCOURAGE LEARNING FROM THE PAST

Norway's partners would like to see greater engagement from Norway in the way it works with partners to incorporate lessons learnt from the past and evaluation recommendations. Norway should engage in dialogue with its partners to discuss their perceptions regarding the implementation of evaluation recommendations.



Please see [www.daraint.org](http://www.daraint.org) for a complete list of references.