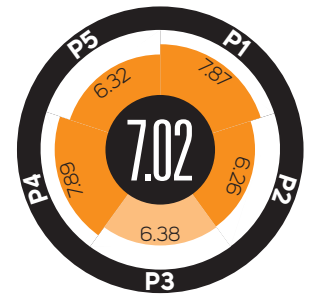


SWEDEN

HRI 2011
Ranking
3rd



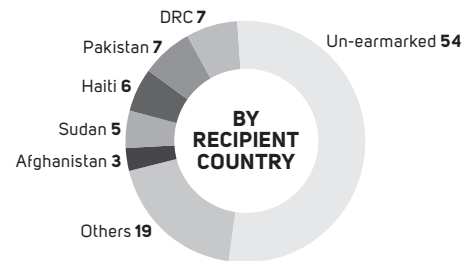
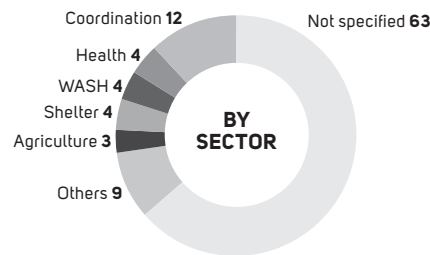
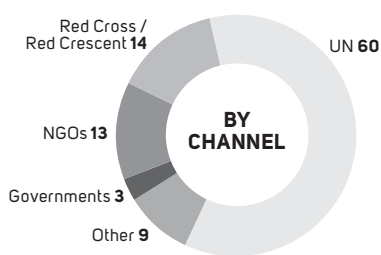
Group **1**
PRINCIPLED
PARTNERS

OFFICIAL
DEVELOPMENT
ASSISTANCE **0.97%**
of GNI

HUMANITARIAN
AID **12.7%**
of ODA

US \$61
Per person

HUMANITARIAN AID DISTRIBUTION (%)



GENDER RATING

POLICY

FUNDING

FIELD PERCEPTION

STRENGTHS

Pillar	Type	Indicator	Score	% above OECD/DAC average
2	QT	Reducing climate-related vulnerability	9.91	+146.0%
3	QT	Funding UN and RC/RC appeals	10.00	+145.9%
5	QT	Funding accountability initiatives	8.25	+100.6%
2	QT	Funding international risk mitigation	9.00	+88.2%
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	1.79	-60.2%
3	QT	Funding NGOs	3.98	-12.2%
1	QT	Timely funding to complex emergencies	7.18	-9.2%
3	QT	Un-earmarked funding	4.75	-8.5%
5	QL	Appropriate reporting requirements	6.82	-3.7%

OVERALL PERFORMANCE

Sweden ranked 3rd in the HRI 2011, improving two positions from 2010. Based on the pattern of its scores, Sweden 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, Norway and Switzerland.

Sweden's overall score was above the OECD/DAC and Group 1 averages. It scored above both average in all pillars, with the

exception of Pillar 3 (Working with humanitarian partners), where it scored above the OECD/DAC average, but below the Group 1 average.

Compared to its OECD/DAC peers, Sweden did best in the indicators on *Reducing climate-related vulnerability*, *Funding UN and RC/RC appeals*, *Funding accountability initiatives*, *Funding international risk mitigation* and *Refugee law*. Its scores were relatively lower in indicators on *Funding reconstruction and prevention*, *Funding NGOs*, *Timely funding to complex emergencies*, *Un-earmarked funding* and *Appropriate reporting requirements*.

AID DISTRIBUTION

After rising from 0.98% in 2008 to 1.12% in 2009, Sweden's Official Development Assistance (ODA) dropped in 2010 to 0.97% as a percentage of its Gross National Income (GNI). Humanitarian assistance represented 12.7% of its ODA in 2010, or 0.12% 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), Sweden channelled 60.6% of its 2010 humanitarian aid to UN agencies, 13.7% to the Red Cross/Red Crescent Movement, 13.1% to non-governmental organisations (NGOs), 3.2% bilaterally to affected

governments and 1.6% to private organisations and foundations. Sweden allocated 10.9% of its total humanitarian aid to the Central Emergency Response Fund (CERF), 6.0% to Common Humanitarian Funds, and 1.6% to Emergency Response Funds. In 2010, Sweden committed humanitarian aid to 53 different countries: 25 in Africa, 17 in Asia, 11 in the Americas and one in Europe. The Democratic Republic of the Congo, Haiti and Pakistan were the top recipients of Sweden's 2010 humanitarian aid. Sectorally, Sweden concentrated its funding on coordination and support services and health initiatives.

POLICY FRAMEWORK

The Swedish Ministry of Foreign Affairs (MFA) and the Swedish International Development Agency (Sida) manage the country's humanitarian affairs. Swedish humanitarian policy is based on *The Government's Humanitarian Aid Policy* (2004) and has been enhanced with Sida's *2008-2010 Strategy for Humanitarian Work*. In order to better meet today's demands, Sida's restructuring process was completed in 2010. The new structure became effective on 1 January 2011 with nine

departments directly under the Director General. The series of reforms include reducing staff at headquarters and increasing staff abroad. The 2009 *DAC Peer Review* has lauded Sweden for being proactive in responding to past recommendations and urges Stockholm to continue to overhaul, rationalise and clarify its policy framework (OECD/DAC 2009). Sida currently has field presence in 44 Swedish embassies worldwide (Sida 2011), though it is not clear if this will change the current restructuring.

HOW DOES SWEDEN'S POLICY ADDRESS GHD CONCEPTS?

GENDER

Both *The Government's Humanitarian Policy* and Sida's *2008-2010 Strategy for Humanitarian Work* emphasise the need for a gender-sensitive approach in humanitarian operations. Sweden calls for appropriate measures to protect and meet the needs of women in armed conflict and pledges to pay particular attention to the special situation of the women in both disaster and conflict situations in its funding decisions (MFA 2004).

PILLAR 1

RESPONDING TO NEEDS

Sweden's humanitarian policy expresses a strong commitment to need-based humanitarian responses. In *The Government's Humanitarian Aid Policy*, Sweden pledges to adhere to the humanitarian principles of humanity, impartiality, neutrality and independence and to provide timely humanitarian assistance that focuses on the most vulnerable groups (MFA 2004). In its *2008-2010 Strategy for Humanitarian Work*, Sida states that it will inform partner organisations of the funding levels they expect to provide early in the financial year, placing special importance on forgotten crises (Sida 2007).

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

The *2008-2010 Strategy for Humanitarian Work* recognises the importance of supporting the transition from relief to rehabilitation and development. It also states that Sida prefers to support organisations with local partners in order support the capacity of local structures to handle crisis situations (Sida 2007). In order to reduce vulnerability, the Swedish government asserts that it will allocate funds to promote disaster preparedness and prevention, and for initial reconstruction programmes following a humanitarian crisis (MFA 2004). Sweden, however, does not seem to place the same emphasis on conflict prevention and preparedness.

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

The Swedish MFA expresses its commitment to making humanitarian aid as flexible and predictable as possible. For long-term crises, the government can commit itself to grants that extend beyond the current fiscal year, provided Parliament approves the government's budget proposals (MFA 2004). In the *2008-2010 Strategy for Humanitarian Work* Sweden recognises the importance of multilateralism, affirming its support for the coordination efforts of the UN and the International Federation of Red Cross and Red Crescent Societies (IFRC), as well as for the Consolidated Inter-Agency Appeals Process and the Common Humanitarian Action Plan (Sida 2007). Sweden supports both national and international NGOs and specifically states that "conditions to the effect that organisations must employ Swedish staff or material in connection with aid must not be attached to the grants," (MFA 2004).

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

Sweden's humanitarian policy is rooted in international law, especially those derived from the 1949 Geneva Conventions and subsequent protocols. *The Government's Humanitarian Aid Policy* states that Sweden "constantly" advocates for improving the protection of civilians in conflict situations when Sweden engages in international dialogue in multilateral arenas. Sweden recognises the need to adhere to international standards when participating in complex emergencies; these include the *Guidelines on the Use of Civil and Military Defence Assets* and the Inter-Agency Standing Committee's reference paper *Civil-Military Relationship in Complex Emergencies*. Sweden's formal policy regarding advocacy toward local authorities is not clear.

PILLAR 5

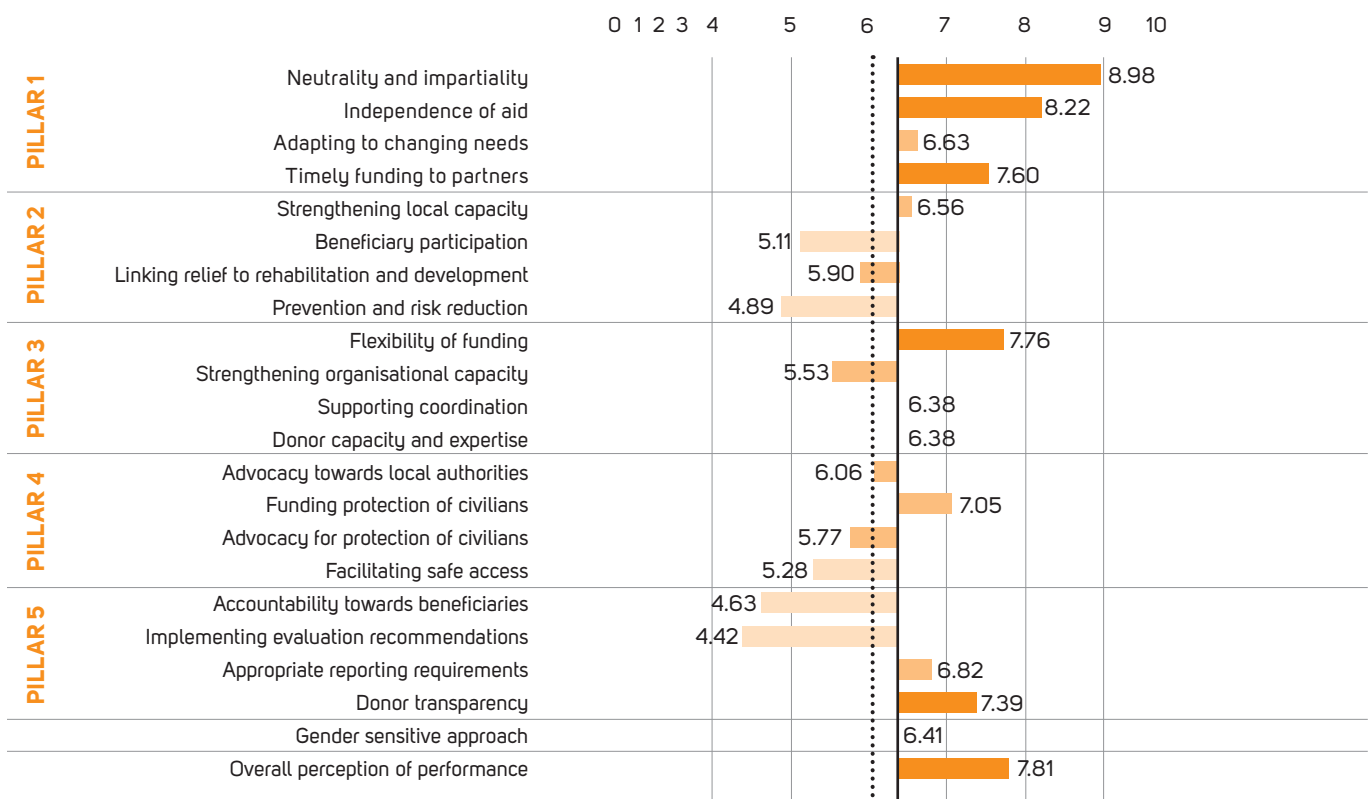
LEARNING AND ACCOUNTABILITY

Sida's 2008-2010 Strategy for Humanitarian Work expresses its support for the Good Humanitarian Donorship (GHD) Principles regarding learning and accountability. The agency is required to annually assess whether or not goals in its humanitarian policy are being met (Sida 2007). Sweden also participates in several accountability initiatives such as the Humanitarian Accountability Partnership International (HAP-I), Sphere and the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP). Sida's humanitarian policy calls for increased support for qualified research and methods development in the humanitarian field (Sida 2007).

FIELD PARTNERS' PERCEPTIONS

SWEDEN'S FIELD PERCEPTION SCORES

Collected questionnaires: 59



SOURCE: DARA

OECD/DAC average score 6.05 ← → Sweden's average score 6.37

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

Good Mid-range Could improve

HOW IS SWEDEN PERCEIVED BY ITS PARTNERS?

GENDER

Organisations interviewed in the field responded positively to Sweden's approach to gender issues in its humanitarian work. "Sweden is especially keen on incorporating gender initiatives," reported one interviewee. Another responded that many of Sida's programmes pay special attention to women's needs.

PILLAR 1

RESPONDING TO NEEDS

Field organisations were largely positive regarding Sweden's Pillar 1 practices. Several organisations commented that Swedish aid was timely, impartial and need-based. "Sweden is keen on being informed and knowing the situation on the ground but they are never intrusive," noted one organisation. Most partner organisations appreciated Sweden's follow-up through field visits and meetings to ensure programmes adapt to changing needs, though a few noted that this was not possible: "Funding is completely unearmarked so you can't expect them to do verification" stated one organisation. Partners consider its funding very timely. One interviewee felt that Sweden was an example of best practice: "they do only one installment and transfer the whole amount at the beginning of the programme."

PILLAR 2

PREVENTION, RISK REDUCTION AND RECOVERY

Similar to most donors, Sweden received some of its lowest scores in Pillar 2 indicators with the exception of *Strengthening local capacity*, where it was stronger. One organisation reported that Sida requires a local capacity assessment before and after each project. One organisation stated that Sida always requests participatory approaches to be included in all programmes, though another noted that "it is in their proposal template, but it's easier to just say you do it." Regarding the indicator *Linking relief to rehabilitation and development*, one organisation reported the following: "Sweden has the same country team for humanitarian and development, so we are able to discuss better both recovery and development approaches in funding, but they are always sending mixed signals with little clarity." One interviewee attributed the lack of clarity to recent changes within Sida: "Sida has split its funding streams, which makes it hard to know who to deal with. Also, policy changes in Sweden are affecting the work of the donor agency and humanitarian organisations. We are tearing our hair out because no one knows for sure which direction to go." Regarding prevention and risk reduction, one interviewee highlighted Sida for requesting partners "show that programmes do not contribute to the conflict, and prevent situations that might place beneficiaries in harm, but this is not very explicit." Another stressed the need for greater focus on prevention: "Sida likes to see how you mitigate risks associated to your programme in your project formulation. Prevention is not as strong as it should be, though."

PILLAR 3

WORKING WITH HUMANITARIAN PARTNERS

In Pillar 3, Sweden received one of its highest qualitative scores for the flexibility of its funding, several highlighted the no-cost extensions Sweden made available to partners. There was greater concern, however, related to recent internal changes affecting Sweden's capacity. While one interviewee was fairly positive: "They came to the field, listened to our needs, asked for detailed information and have followed up on the crisis very closely," others felt that the restructuring process appears to be having negative side effects on Sweden's work in the field. "Sida is overwhelmed. It has strong expertise but insufficient capacity as their funding has been severely cut due to political decisions," noted one representative. "Sida's staff here is only one person, that's why they can't be too good," commented another. Partners see Sweden as a fairly strong supporter of coordination.

PILLAR 4

PROTECTION AND INTERNATIONAL LAW

While partner organisations state that Sweden is a strong financial supporter of protection, several report that advocacy is less of a priority. However, some interviewees noted that Sweden did engage in advocacy somewhat. One stated that Sweden "engages very closely with the humanitarian coordinator and is very keen to raise the issues." Various organisations stated that Sida mainly relies on the UN to carry out access and safety initiatives.

PILLAR 5

LEARNING AND ACCOUNTABILITY

Many organisations reported that Sweden does not prioritise accountability toward beneficiaries. "Sweden takes a very orthodox humanitarian position, and does not really think it is important or feel the need for beneficiary accountability," stated one organisation. Another reported that Sweden "only demands limited accountability to beneficiaries." Sweden received its lowest qualitative score for *Implementing evaluation recommendations*. On a more positive note, Sweden is considered to be the most transparent donor in its funding and decision-making. Partners held mixed views of the appropriateness of Sweden's reporting requirements, although one organisation applauded Sweden's initiative in harmonising reporting requirements with another donor.

RECOMMENDATIONS

The following recommendations are based on data from 2010. It remains to be seen how the restructuring of Sida will influence these issues.

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

Sweden received one of the lowest scores of the OECD/DAC donors for *Funding reconstruction and prevention*, giving only 7.1% of its humanitarian aid for these issues, compared to the OECD/DAC average of 18.6%. Sweden's field partners also report the need for greater support, as Sweden received one of its lowest qualitative scores for *Prevention and risk reduction*. Sweden should look into ways to ensure it is supporting these issues sufficiently.

● LOOK FOR ADMINISTRATIVE SOLUTIONS TO CHANNEL MORE FUNDING TO NGOS

Sweden channelled 13.1% of its funding through NGOs in 2010, slightly below the OECD/DAC average of 15.3% and a significant drop from 2009 when it allocated 21.2% to NGOs. This is somewhat compensated by Sweden's support for Emergency Response Funds, which normally provides emergency funding to NGOs. Staff cut-backs will likely make it difficult for

Sweden to manage a large number of grants, but it may be able to increase its support to NGOs and reduce somewhat the administrative burden by creating flexible working models, such as shared management arrangements with other donors, or supporting NGO umbrella organisations.

● KEEP INTERNAL REFORMS FOCUSED ON IMPROVING EFFECTIVENESS

Field interviews with some of Sweden's long-standing partners warned of the risk of Sweden becoming excessively bureaucratic, asserting that internal restructuring and more exhaustive funding procedures could reduce Sweden's capacity to engage strategically at the field level as well as the flexibility of its funding. This year, Sweden was among the lowest group of donors for *Appropriate reporting requirements*. It could also improve the flexibility of its funding: in 2010, 28.5% of Sweden's humanitarian aid to the International Committee of the Red Cross (ICRC), the UN High Commissioner for Refugees (UNHCR), the World Food Programme (WFP), the Office of the High Commissioner for Human Rights (OHCHR), the UN Children's Fund (UNICEF), International Federation of the Red Cross and Red Crescent Societies (IFRC), the UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA) was un-earmarked, while the Group 1 average was 47.8%.



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