



NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS

Report

Norway's humanitarian policy

Annual report 2011



Foreword

Through its humanitarian aid, Norway provided considerable support to local and international humanitarian organisations in their efforts to save lives and alleviate suffering in a long line of humanitarian crises all over the world in 2011. Several new conflicts, the re-emergence of old conflicts, the continuation of chronic conflicts, new crises and extreme weather conditions complicated the picture and humanitarian efforts.

Developments in North Africa and the Middle East dominated in 2011. Libya, Yemen and Syria witnessed dramatic events, resulting in large waves of refugees, armed violence and human suffering. In Syria in particular, lack of humanitarian access to the civilian population was a major problem. Difficult security situations and a lack of acceptance by the parties to the conflict meant that the conditions under which humanitarian aid could be provided were also very difficult in Côte d'Ivoire, Afghanistan, DR Congo, Sudan, South Sudan and Somalia.

In the Horn of Africa, 13 million people were affected by drought and conflict in 2011. The population of Somalia was hardest hit, and the UN defined the disaster as a famine. The situation in the Horn showed that countries that have developed strong local resilience, such as Ethiopia and Kenya, coped with the crisis better than Somalia, where local resilience is weak due to long-term armed conflict. Humanitarian assistance must include efforts to strengthen resilience.

Extreme weather and extreme events also had major humanitarian consequences in 2011. The earthquakes in Japan and Turkey and exceptionally strong monsoon rains in Pakistan all caused widespread destruction in affected areas. It is important not only to provide immediate assistance in the wake of natural disasters, but also to work to improve knowledge so that we can help to minimise the consequences of such disasters. Norway is working on several levels to prevent humanitarian crises. In 2011, our contributions included work on the UN Intergovernmental Panel on Climate Change report on extreme weather, which we hope will serve as a common reference point for the future efforts of all countries to deal with the challenge of extreme weather.

The economic, social and humanitarian consequences are enormous when people are unable to lead normal lives because of unexploded cluster munitions, abandoned landmines or because illicit small arms get into the wrong hands. Norway is working actively to ensure compliance with the Mine Ban Convention and the Convention on Cluster Munitions. These efforts are also helping to strengthen humanitarian law, and to prevent and reduce armed violence in a wider sense, by focusing on field-based activities and on weapons that have unacceptable consequences in the field.

As long as the international humanitarian community is dominated by a few Western donor countries, we will be unable to address the humanitarian crises of tomorrow. Responsibility needs to be spread more widely. It is crucial that new humanitarian actors and new alliances emerge, and that humanitarian contributions are increased and better coordinated. Norway is working towards this end.

This is the fourth annual report on humanitarian policy published by the Ministry of Foreign Affairs. We hope that it will promote access to and transparency about the results of Norway's humanitarian engagement.


Gry Larsen
State Secretary


Arvinn Gadgil
State Secretary

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The past year – the humanitarian situation in 2011

Inconceivable human suffering was the common denominator in a long line of humanitarian crises all over the world in 2011. While 2010 was characterised by the “mega disasters” in Haiti and Pakistan, the picture was more complicated in 2011, and featured several new conflicts, the re-emergence of old conflicts, the continuation of chronic conflicts, new extreme events and extreme weather.

A lack of **humanitarian access** to civilian populations was also a major problem in 2011. In countries such as Libya, Côte d'Ivoire, Afghanistan, DR Congo, Sudan and Somalia, a difficult security situation and a lack of acceptance by the parties to the conflict meant that the conditions under which humanitarian aid could be provided were very constrained. As a

result, civilian populations often have to flee to secure vital help. Being internally displaced or a refugee is dangerous. Vulnerable people often become more vulnerable when they have to flee their homes, and are thus more likely to suffer abuse, including sexual violence, from warring parties and/or criminal gangs. It is therefore important to maintain efforts to ensure that more civilian victims of war and conflict receive protection and assistance as close as possible to home.

2011 was strongly marked by developments in **North Africa and the Middle East**. The consequences of the “Arab Spring” varied substantially from country to country. While the mass mobilisations of democracy advocates in Tunisia and Egypt occurred relatively peacefully,



events in countries like Libya, Yemen and Syria were far more dramatic. The armed conflict in Libya intensified considerably in February 2011, and in the course of a few weeks produced large waves of refugees fleeing to neighbouring countries. While only a few organisations had access to those in need in Libya, extensive humanitarian efforts were initiated near the Egyptian and Tunisian borders. The humanitarian evacuation of more than 100 000 third-country nationals was particularly important to reduce human suffering as far as possible.

Following the elections in **Côte d'Ivoire**, hard fighting and looting in Abidjan and western parts of the country displaced almost one million people within the country, and more than 150 000 refugees crossed the border into Liberia and other neighbouring countries. The international humanitarian organisations were largely unable to help the civilian population, due to a lack of access. The protection of civilians was therefore the greatest challenge.

In the **Horn of Africa**, 13 million people were affected by drought and conflict in 2011. The population of Somalia was hardest hit, and the UN defined the situation as a famine. The primary cause of the crisis was not the drought, but rather the long-term armed conflict that has made local communities highly vulnerable even to natural, recurring climate variations. Other factors than conflict and drought also helped to weaken local resilience in Somalia, particularly the global increase in food prices and the considerable drop in remittances from the Somali diaspora due to the global economic crisis. Large numbers of people fled from Somalia to Ethiopia and Kenya, and many fled to the war-torn capital, Mogadishu. This put considerable pressure on communities which were already vulnerable, and resulted in full refugee camps in Kenya, Ethiopia and Mogadishu.

At approximately the same time as South Sudan became an independent state on 9 July, a

humanitarian crisis arose in the state of South Kordofan in **Sudan**, subsequently spreading to the Blue Nile state. The South Kordofan and Blue Nile states are both located in Sudan, but have strong cross-border ties with South Sudan. The UN estimated that more than 250 000 persons were displaced in the two states. The Sudanese authorities refused access to the conflict-hit areas to both the UN and international aid organisations. Along with other actors, Norway put pressure on the Sudanese authorities to protect the civilian population and grant full humanitarian access.

Extreme events and extreme weather also had extensive humanitarian consequences in 2011. A major earthquake measuring 8.9 on the Richter scale struck off the east coast of **Japan** on Friday 11 March. The earthquake produced large tidal waves and caused considerable damage to affected areas, resulting in many deaths and injuries. As one of the world's most advanced and prepared nations, Japan needed little external assistance. However, the crisis once again demonstrated the importance of local and national aid organisations like the Japanese Red Cross in first-line response.

A powerful earthquake hit **Turkey** on Sunday 23 October. The Turkish authorities and the Turkish Red Crescent Society immediately launched a large-scale rescue operation to assist the hard-hit population. Several hundred people were killed, thousands were injured and more than 250 000 people were made homeless. In cooperation with the Norwegian Red Cross, Norway provided insulated tents, blankets and other emergency aid.

In addition, **Pakistan** suffered unusually strong monsoon rains in 2011, resulting in flooding. Around six million people were affected in the provinces of Sindh and Baluchistan. More than one million houses were entirely or partly destroyed. The emergency preparedness capacity developed by Pakistan following the

powerful flooding of 2010 proved useful. Nevertheless, millions of people were affected in a region that was already very poor. Women, children and the disabled were particularly vulnerable in the chaotic situation.

One important lesson learned in 2011 is that it is often difficult to predict humanitarian crises, and thus to plan for sufficient capacity to provide effective help when an acute situation arises. During the initial phases of the 2011 crises in Libya and Côte d'Ivoire, for example, several UN humanitarian organisations and several large Western NGOs found that they were unable to provide effective humanitarian aid. Accordingly,

it is crucial that humanitarian actors strengthen their ability to respond quickly and mobilise personnel and resources when needed. At the same time, it is often national and local efforts that save the most lives and help to protect civilians during crises. In Libya and Syria, for example, we observed that both the national Red Crescent societies and other groups of volunteers played a key role in protecting life and health among the civilian population. These efforts must be strengthened, not underestimated or forgotten.



Humanitarian policy objectives and instruments

Humanitarian law and humanitarian principles

Based on humanitarian law and experience of humanitarian efforts in the field, the Red Cross movement, UN agencies, humanitarian donors such as Norway and non-governmental organisations (NGOs) have jointly developed a set of general principles for humanitarian assistance.

The four main principles are:

- **Humanity:** The purpose of humanitarian action is to protect life and health and ensure respect for human beings.
- **Neutrality:** Humanitarian actors must not take sides in hostilities or engage in controversies of a political, racial, religious or ideological nature.
- **Impartiality:** Humanitarian action must be carried out on the basis of need alone making no distinctions on the basis of nationality, race, gender, religious belief, class or political opinions.
- **Independence:** Humanitarian actors must draw up and implement their own guidelines independently of the policies and actions of the authorities in the country concerned.

The strategic objectives of Norwegian humanitarian policy. In cooperation with others, we must:

- ensure that people in need are given the necessary protection and assistance
- fund humanitarian efforts on the basis of the international principles of humanity, neutrality, impartiality and independence
- equip the international community to meet future global humanitarian challenges
- prevent and respond to humanitarian crises and initiate reconstruction in their wake.

Diplomacy, normative work, international cooperation and aid are all instruments for achieving Norway's humanitarian policy objectives.

- The core of all humanitarian assistance is to save people's lives, alleviate suffering and protect human dignity regardless of ethnic background, gender, age, religion or political affiliation. This is a key aspect of Norwegian foreign policy.
- Together with our partners, we also wish to change the operating parameters for humanitarian efforts. Norway will seek to ensure that far greater investments are made in prevention, climate change adaptation and humanitarian emergency preparedness than is currently the case. In these efforts, we will focus on those who are affected by humanitarian disasters – on their rights, their resilience and their response capacity. Humanitarian crises require political solutions.
- Peace and reconciliation efforts, political dialogue with affected countries, contributions to international peace operations, aid, Norway's International Climate and Forest Initiative, humanitarian disarmament and work on strengthening human rights are all important for preventing humanitarian suffering.
- Rights, principles and values form the main basis for Norway's humanitarian assistance.
- Norway's efforts must also be based on knowledge, expertise and robust administration. The administration of humanitarian funds must be efficient, and should result in desired and quantifiable outcomes.

Annual report on Norwegian humanitarian policy

The annual humanitarian policy report for 2011 provides an overview of the most important processes in the area of Norwegian humanitarian policy, and of the support for humanitarian assistance given in the past year. This is the fourth annual report on humanitarian policy published by the Ministry of Foreign Affairs. The report primarily discusses Norway's activities in its capacity as a humanitarian policy actor, but also gives examples of results achieved through the support provided to Norway's humanitarian partners. The report forms part of the implementation of Norway's humanitarian strategy and the white paper *Norway's Humanitarian Policy*,³ which the Storting adopted in June 2009. Our aim is to facilitate greater access to, transparency about and insight into what we are achieving through our humanitarian engagement. This report is part of the follow-up of the 2008 investigation by the Office of the Auditor General of Norway into the effectiveness of Norwegian humanitarian aid.

The annual report on Norwegian humanitarian policy must be considered together with Norad's Results Report, which discusses aid results across the field, including the humanitarian sector. The theme of Norad's Results Report 2012 (to be published in December), is the management of natural resources.

This report has three parts:

Part I: Norwegian humanitarian policy in 2011 provides an overview of the most important steps taken to implement Norwegian humanitarian policy priorities in the past year. Part I mirrors the classification of the humanitarian priorities set out in chapter 5 of the white paper *Norway's Humanitarian Policy*. One important objective of Norway's humanitarian policy is to influence the operating parameters of the international humanitarian system so that humanitarian aid becomes more effective. Another is to help reduce the need for emer-

gency aid in the longer term. In Part I, we describe some of the results achieved through international cooperation and dialogue in the various processes in which the Ministry of Foreign Affairs is participating, which in the long term will influence the operating parameters of humanitarian assistance.

Part II: Humanitarian aid in figures provides an overview of the distribution of the funds allocated to humanitarian aid by the Storting in 2011 via the National Budget.⁴ The nature of humanitarian assistance means that there may be large variations in the destinations of these funds from year to year. Part II shows where the funds went in 2011. The main aim is to provide an overview of the distribution of humanitarian funds this year, while a further aim is to demonstrate certain trends over time by comparing the figures for 2011 with previous years.

Part III: Selected results in 2011 contains some examples of what has been achieved through humanitarian assistance financed by Norwegian aid. We have seen that Norwegian-financed humanitarian efforts have produced satisfactory and substantial results. This year, we have focused on six examples, which do not provide a complete picture. The sample illustrates different types of results in the context of humanitarian aid, as well as some of the challenges that arise when seeking to provide the best possible help to the largest possible number of people.

We hope that, through these three approaches, the report as a whole provides helpful insights into some of what has been done and achieved in the area of Norwegian humanitarian policy and through humanitarian aid in 2011. The information in the report supplements the report of the Ministry of Foreign Affairs in the budget proposal for 2011. We also hope that this report is useful and of interest to a wider audience.

³ Report No. 40 (2008–2009) to the Storting

⁴ Prop 1 S (2010–2011)

Part I: Norwegian humanitarian policy in 2011

Roles and responsibilities in Norwegian humanitarian policy

Norway's policy of engagement, political dialogue with affected countries, efforts to strengthen human rights and humanitarian disarmament efforts are all important contributions to the prevention of humanitarian suffering. The white papers *Norway's Humanitarian Policy*³ and *Norwegian policy on the prevention of humanitarian crises*⁴ form the foundation for the government's humanitarian assistance.

The Section for Humanitarian Affairs in the Ministry of Foreign Affairs is responsible for following up on Norway's humanitarian policy engagement and the humanitarian aid that is provided to developing countries affected by conflict and natural disasters. This is done in close cooperation with other relevant sections within the Ministry, Norwegian embassies and Norad.

The administration of chapter 163 of the National Budget on emergency aid, humanitarian aid and human rights plays a central role in this work, as does our core contribution to the UN High Commissioner for Refugees (UNHCR). In 2011, the Section for Humanitarian Affairs administered approximately NOK 3.3 billion in total.

Norway accepts offices, and chairs committees and other initiatives, in order to have a greater influence on the development of the humanitarian system. Here are some of the most important offices held by Norway in 2011:

Norway chaired the **OCHA Donor Support Group (ODSG)** from July 2011 to July 2012. The objective of the Norwegian chairmanship is to ensure that the UN Office for the Coordination of Humanitarian Affairs (OCHA) helps to improve effectiveness and humanitarian leadership in the field, that ownership of the UN's humanitarian assistance is expanded, and that the added value of OCHA's coordination and leadership on the ground becomes clearer. Norway is also working to increase total humanitarian assistance, and to ensure a focus on performance and reporting results in the field.

Norway was appointed president and host of the Third Meeting of States Parties to the **Convention on Cluster Munitions**, which was held in Oslo in September 2012. Norway wishes to focus on the humanitarian objectives of the convention.

³ Report No. 40 (2008–2009) to the Storting

⁴ Report No. 9 (2007–2008) to the Storting



A man with the leftovers of a MAT-120 cluster munition in Libya. Photo: Scanpix

1. A global humanitarian system

The increasing frequency of increasingly complex humanitarian crises is challenging the ability of the humanitarian system to respond effectively. As long as the international humanitarian community is dominated by a few Western donor countries, we will be unable to effectively address the humanitarian crises of tomorrow. Norway will help to increase the reach of humanitarian assistance by forming new alliances and strengthening humanitarian leadership and the capacity of actors to provide more effective humanitarian responses.

We need to be able to deal with new global humanitarian challenges and the increase in the number of natural disasters, not least in view of climate and environmental change. At the same time, we have to strengthen our efforts in vulnerable states marked by conflict and weak institutions. Success in this regard will require responsibility to be spread more widely. The involvement of new humanitarian actors, formation of new alliances, and increases in and better coordination of humanitarian contributions are crucial. It is also vital to secure broader acceptance of humanitarian principles and build a greater understanding of the importance of humanitarian access.

Norwegian humanitarian policy gives high priority to the improvement of cooperation between local, national and different international humanitarian actors. Norway is an active, but critical, partner of the UN agencies, and actively supports UN humanitarian appeals as a channel for providing assistance during humanitarian crises. We also support efforts to use these appeals as an instrument for improving the effectiveness and capacity of the humanitarian response. The UN Office for the Coordination of Humanitarian Affairs (OCHA) and the UN Emergency Relief Coordinator are key in this area.

Humanitarian reform. International reviews have shown that the humanitarian reforms initiated by the UN Emergency Relief Coordinator in 2005 have made international humanitarian efforts more predictable and effective. A clearer division of labour and leadership at sector level, quicker and more flexible financing arrangements, such as the UN Central Emergency Response Fund (CERF) and funds for individual countries, i.e. Common Humanitarian Funds (CHF) and Emergency Response Funds (ERFs), and a more equal partnership between the UN and NGOs have made humanitarian assistance more effective. Reviews show that appeals are launched quickly, and that CERF contributes to quicker responses. Funding through CHF and ERFs is more cost-effective and predictable than direct funding, and the measures are more relevant.

Despite this, the major disasters on Haiti and in Pakistan in 2010 showed that the humanitarian system requires further strengthening. The UN Emergency Relief Coordinator has worked on this in 2011, through an increased focus on stronger humanitarian leadership, more strategic planning, greater accountability between actors, improved prevention and more effective coordination. A joint plan has been developed that enjoys the support of many humanitarian organisations. Norway is lending active support to these efforts.

Coordination. The UN Office for the Coordination of Humanitarian Affairs (OCHA) has five regional offices and country offices in 25 regions featuring some of the world's most difficult humanitarian crises. OCHA's main task is to coordinate and increase the effectiveness of international humanitarian assistance at country level. This is done by promoting closer cooperation between UN agencies, national authorities and non-governmental humanitarian organisations.

OCHA is an important partner for Norway in the humanitarian sector. In 2011, Norway was the third-largest donor to OCHA. Norway made a core contribution of NOK 90 million in 2011, in addition to providing around NOK 30 million in earmarked funds for OCHA's work on the coordination of humanitarian aid in different countries.

Norway chaired the OCHA Donor Support Group (ODSG) from July 2011 to July 2012, and hosted the High Level Meeting in Tromsø from 11 to 13 June 2012. The ODSG is tasked with building broader support for humanitarian principles and providing political, financial and other support to enable OCHA to deliver in accordance with the mandate adopted by the UN General Assembly. Through the ODSG, Norway has helped to strengthen OCHA's performance on the ground by ensuring that the organisation's policy efforts have a clear operational focus, and that the budget is designed to support the organisation's work on becoming more effective in the field. Through the ODSG, Norway has also arranged field visits to Haiti for seven non-ODSG countries to

improve their knowledge of how the UN conducts humanitarian work in the field. This type of visit helps to strengthen new alliances and partnerships. Norway has also supported the development of a more comprehensive and robust internal reporting system for OCHA through its work in the ODSG. This includes results reporting from the field. The experience gained thus far shows that the cooperation with OCHA has been productive, and that Norway has succeeded in influencing OCHA's work and priorities.

New donors. A broader group of countries donated funds for humanitarian assistance in 2011. Turkey provided considerable bilateral humanitarian support to Somalia. The Gulf States increased their support in a number of humanitarian crises. Brazil increased its humanitarian contributions, particularly in its own region. Several new donors also channelled money into the UN humanitarian funds in 2011, particularly CERF, and CHFs/ERFs. At the same time, many countries contributed much larger amounts outside the UN-coordinated appeals. Although this increased the total contributions,

Earthquake victims in the Gedikbulak Village in Van, Turkey 1 November 2011. Photo: Shutterstock.



the UN's humanitarian efforts continue to be funded by contributions from the five largest donors. In 2011, 25 countries joined the OCHA Donor Support Group (ODSG), an increase from 22 countries in 2010. The five largest donors to OCHA provided more than 66 % of the organisation's funding in 2011. Work on expanding the group further is continuing.

Humanitarian funds: The UN has established permanent Common Humanitarian Funds (CHF) for some of the most complex, long-term crises. The largest funds are for Sudan, DR Congo and Somalia. Both the UN and international and national NGOs may apply to these funds for money to implement humanitarian programmes. Smaller, temporary emergency response funds (ERFs) have been established for certain other countries, including Afghanistan, Ethiopia,

the Palestinian Territory, Zimbabwe and Colombia. These are earmarked for international and national NGOs, and are to provide rapid, flexible funding for humanitarian aid. Norway has been among the largest donors to CERF since its establishment in 2006 (for further details see Part II). In 2011, Norway's allocation of around NOK 390 million made it the third-largest donor to the fund. Norway attaches importance being a stable donor, and makes payments early on during the year to provide the predictability required to ensure a more effective UN response to humanitarian crises.

In total, Norway paid out more than NOK 660 million to UN humanitarian funds in 2011. In addition to the NOK 390 million donation to CERF, Norway provided NOK 230 million to CHF and NOK 45 million to ERFs.

Review of the white paper *Norway's Humanitarian Policy*

An independent review of the white paper *Norway's Humanitarian Policy* (Report No. 40 (2008–2009)) to the Storting was conducted in cooperation with Norad in 2011. The purpose of the review was to evaluate the Ministry of Foreign Affairs' implementation of the white paper, and to make recommendations regarding further follow-up.

The review concluded that the strategic aims had been implemented. Norway has been an active donor, and has helped to set the agenda for international humanitarian efforts. Humanitarian disarmament, the strengthening of the gender perspective, and the protection of civilians, refugees and internally displaced persons were highlighted as areas in which much has been achieved. Less progress has been made on the inclusion of non-Western donor countries in the international humanitarian system. The review recommended that consideration should be given to other ways of including these donors.

Norway has been able to respond rapidly to crises and post-crisis recovery needs. Humanitarian budgets have been used to fund initiatives and projects consistent with the humanitarian policy described in the white paper. The review did not comment on the degree to which individual measures have benefited individual persons, as this would have required a broader evaluation. The review pointed out that the limited human resources of the Foreign Service make it difficult to ensure that individual measures have the maximum possible effect on people in need.

The introduction of dialogue and clearer reporting requirements in framework agreements has helped to professionalise partners. The review recommended not only further development of the use of framework agreements with key partners, but also evaluations of the use of such agreements.

One of the most important conclusions of the review was that the best results are achieved when different policy instruments are combined, i.e. when humanitarian policy engagement is combined with the strategic use of funding.

Part II of this report, **Norwegian humanitarian aid in figures**, considers the strategic use of funding in more detail.

2. Respect for humanitarian principles

Attacks on humanitarian aid workers and medical facilities such as hospitals and ambulances have increased in recent years. The civilian population suffers, and is prevented from receiving vital assistance. Norway promotes respect for humanitarian principles and international humanitarian law. We will also seek to ensure a clear division of responsibilities between humanitarian organisations, other civilian actors and the military during conflicts.

To ensure the safety of humanitarian actors and access to those in need, it is often crucial that armed groups and the civilian population perceive the humanitarian actors as neutral and impartial. The humanitarian principles of humanity, independence, neutrality and impartiality form the basis for the acceptance of humanitarian assistance by warring parties in conflicts. Nevertheless, we are constantly seeing these principles come under pressure. For example, humanitarian actors may be associated with a particular political or military strategy. They may be barred from the areas of greatest need, or be refused permission to assist those in need in areas controlled by non-state armed groups which are regarded as terrorist organisations. These problems arose particularly in Afghanistan, Sudan and Somalia in 2011.

In many current conflicts, humanitarian efforts are being made side by side with international police efforts and military peacekeeping operations. It is important to maintain a clear distinction between civilian and military initiatives. In Norway's view, the various elements in international peacekeeping operations must be coordinated on the basis of the clearest possible division of responsibilities between humanitarian organisations, other civilian actors and military forces. Norway's position is that humanitarian assistance should be based on humanitarian needs, and should not form part of any political or military strategy. Norway raised these issues in various international forums in

2011, including during UN Security Council debates on the protection of civilians and, in a NATO context, the debate on efforts in Afghanistan.

The Red Cross. Through its mandate under international law to protect and assist people affected by war and armed conflict, the International Committee of the Red Cross (ICRC) plays an important part in ensuring the proper functioning of a humanitarian system based on humanitarian principles. Norway therefore uses the international Red Cross system as one of its main channels for providing humanitarian assistance in crises and conflicts. In 2011, some 17 % of Norway's total humanitarian aid went to the international Red Cross movement, primarily via the Norwegian Red Cross, and Norway was the sixth-largest donor to the ICRC.

The 31st International Conference of the Red Cross and Red Crescent took place in Geneva from 28 November to 1 December 2011. The conference is arranged every four years, and is the Red Cross movement's highest decision-making body. In total, 170 Red Cross and Red Crescent societies participated, as did 150 states parties to the Geneva conventions, the ICRC and the International Federation of Red Cross and Red Crescent Societies (IFRC). The main topics were access to health services, health work during armed conflicts, migration, strengthening human rights law and strengthening humanitarian partnerships. Norway participated actively during the conference, including by promoting safer conditions for health workers during armed conflicts and other emergencies. The resolutions adopted by the conference included the "Four-Year Action Plan for the Implementation of International Humanitarian Law", which aims to protect vulnerable groups such as women, children, the disabled and journalists during armed conflicts. Item 5 of the action plan, which concerns the ongoing negotiations towards a treaty in international trade in conventional weapons (the Arms Trade

Treaty) came under vigorous attack. Norway and likeminded countries had to fight to retain the text, which sets out the primary objective of maintaining the Red Cross's engagement in processes and projects relating to arms control.

The conference gave the ICRC and the national societies a basis for more systematic work on the "Health Care in Danger" campaign. The campaign will increase awareness of the problem of attacks on health personnel and facilities, and will highlight the legal obligations and responsibility of states when health work is blocked or health personnel and facilities are attacked.

The Norwegian Refugee Council. The Norwegian Refugee Council actively promotes respect for humanitarian principles vis-à-vis states and non-state actors. In 2011, the Council had a special focus on challenges relating to respect for humanitarian principles in the

context of integrated peacekeeping operations in which the UN is to coordinate humanitarian, political and military engagement. Emphasis was also given to the potential consequences of national anti-terrorism legislation for the delivery of humanitarian aid. Legislation which aims to prevent the provision of material support to terrorist groups may entail that humanitarian assistance for those in need in areas controlled by such groups is defined as "support for terrorists". This directly contravenes the principle that humanitarian aid should be provided wherever the needs are greatest. Reports on both topics will be completed in 2012. A seminar on non-state armed groups and internal displacement was held in Geneva. It focused particularly on practical experience of improving protection for internally displaced persons.

Clear division of roles between humanitarian organisations and military peace operations is imperative in many conflicts.

The Norwegian Foreign Minister visits the Norwegian camp in Maimana in Afghanistan.

Photo:

The Norwegian Ministry of Foreign Affairs



The use of cash in the context of humanitarian aid

The use of cash is an increasingly important topic in the field of humanitarian assistance. Donor countries are becoming increasingly interested in distributing cash instead of food, tools, etc., particularly following the 2004 tsunami disaster in South East Asia. During the crisis in Somalia in 2011, cash and vouchers were the preferred form of emergency aid, rather than food distribution. Since access was difficult for humanitarian actors, in many areas local people running small businesses were the only ones able to carry food into the most affected areas.

Knowledge about the effect of using cash in an aid context is limited, and it is unclear whether this is a better policy instrument than food aid. Experience must be gathered, and many lessons remain to be learned before we know how and in what situations and contexts the use of cash can achieve the best results. The approach has many pitfalls, but also many advantages.

The Ministry of Foreign Affairs sees two important reasons why the use of cash should be tested. First, we believe that recipients are best placed to decide what they need the most. Providing cash will help to ensure that aid is determined by needs. Second, there is less risk of flooding local markets with food, thus inflicting losses on local producers and traders. In fact, the provision of cash can have positive ripple effects on local production and businesses, although there are also certain risks.

In 2011, Norad conducted a survey for the Ministry of Foreign Affairs of the use of cash in connection with humanitarian responses and transitional situations. The report, *We accept cash*, was presented to a wide range of national and international NGOs.

The report contains interesting findings. Recipients prefer cash to goods. Cash gives them greater flexibility, and is considered more dignified. The risk of misuse is no greater in the case of cash than in connection with goods, but does depend on the project design. Projects that distribute cash can be more cost-effective than projects that distribute goods, but the picture is complicated. The decisive factor is whether the project is adapted to the situation on the ground. Cash can be used as a policy instrument in various areas, not only to replace food during famines. The use of cash in connection with the demobilisation of soldiers is one example. Another is the provision of microcredit to promote the establishment of new businesses and income-generating work.

The Norwegian Refugee Council, which is a member of the Cash Learning Partnership, used Norad's *We accept cash* report as the basis for a working seminar on the topic. The use of cash is particularly relevant in refugee-related humanitarian situations.



Hargesia, Somaliland. A large pile of Somaliland Shillings displayed by a currency dealer. Photo: iStockphoto

3. Humanitarian disarmament

The economic, social and humanitarian consequences are enormous when people are unable to lead normal lives because of unexploded cluster munitions, abandoned landmines or because illicit small arms get into the wrong hands. The objective of humanitarian disarmament is to prevent and reduce armed violence in a wide sense by focusing on field-based activities and on weapons that have unacceptable humanitarian consequences in the field. Norway is working to promote the adoption of and compliance with international conventions and agreements relating to humanitarian disarmament, and to ensure that obligations in this regard are enshrined in national legislation and practice. Norway's ongoing work on and compliance with conventions and agreements that have already been adopted, such as the Mine Ban Convention and the Convention on Cluster Munitions, are helping to strengthen international humanitarian law further.

According to the UN, armed violence in and outside of ordinary conflict situations causes an average of 2 000 deaths per day. Small arms are responsible for most of these deaths. The focus is on the people and local communities affected by armed violence, as well as on the reasons why weapons are easily available and why they are used. One important measure is to limit access to weapons, by, inter alia, negotiating and implementing a UN treaty on trade in conventional weapons. At the same time, it is important to seek to improve and promote compliance with the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms.

The Mine Ban Convention. The Mine Ban Convention was negotiated in 1997, and entered into force in 1999. Norway participated actively in the negotiations, which resulted in a ban on the use, sale and production of anti-personnel landmines. The convention also sets out clear frameworks and deadlines for landmine clear-

ance and the destruction of mine stockpiles. Supporting victims is a key objective. At the beginning of 2012, there were 159 states parties to the Mine Ban Convention. Norway remains an active partner in work relating to the Mine Ban Convention. Particular emphasis is being given to supporting landmine clearance in affected countries, including through the improvement of working methods and by facilitating national ownership of the problem, and the solution. Norway supports organisations that assist the victims of landmines and cluster munitions, to enable them to influence the development of policies relevant to them, whether locally, nationally or internationally (*see the examples in Part III*). Norway is also supporting organisations that monitor states' compliance with their obligations under the Mine Ban Convention.

The resources devoted to landmine-related work on a global basis continue to grow, and new methods are making landmine clearance efforts ever more effective. As a result, more areas are being cleared and released for social and economic development. There are still 72 landmine-affected countries in the world, but more and more of these are being freed of landmines. Some 87 countries have destroyed all of their landmine stockpiles. In 2011, Nigeria was declared landmine-free, and Iraq destroyed the remainder of its stocks. Since the 1990s, the annual number of new landmine victims has been reduced from over 20 000 to less than 5 000. The number of landmine victims is still much too high, but there is nevertheless a trend towards fewer victims.

The Convention on Cluster Munitions was negotiated in 2008, and came into force in 2010. The convention already has more than 70 states parties. It bans the use, sale and production of cluster munitions, and contains clear frameworks and deadlines for clearing affected areas and destroying stockpiles. The convention contains groundbreaking legal obligations to assist the victims of cluster munitions. A total

of 19 countries have used cluster munitions, and more than 30 countries and areas are affected. The situation is worst in South East Asia. The First Meeting of States Parties was held in Laos, and the second in Lebanon in 2011. At the second meeting, Norway was elected as president and host of the Third Meeting of States Parties, which took place in Oslo in September 2012.

Eighteen new countries became states parties to the convention in 2011. Along with good implementation progress, this helped to strengthen the convention further. In 2011, Norway's priority was to keep the focus directed on concrete solutions to specific challenges, to ensure that the discussions at the multilateral meetings are as relevant as possible to work in the field. With this in view, Norway supported the presidency's preparation of the *Beirut Progress Report* as background information for the meeting in Lebanon. The report showed that a large number of cluster munitions had already been destroyed, and that the states parties had made good progress on clearing affected areas. It has been more difficult to measure improvements in the situation of victims. These vary considerably from country to country, according to national economic circumstances and the priority given to the rights of disabled persons.

In the report, several countries presented detailed plans for the destruction of stockpiles,

and confirmed that destruction efforts have progressed more quickly than envisaged. It is very important to highlight positive results of this kind, as they show that the convention is having an effect.

Despite intensive efforts to secure broader support for the convention and the prohibitions it contains, cluster munitions were used in two situations in 2011. In Libya, Gaddafi's forces used cluster munitions in their own country, while Thailand used cluster munitions against Cambodia in a bilateral border dispute. Both cases were widely condemned by the international community, including by countries which have not yet signed up to the convention. The lesson is that the standard set by the convention is spreading, although it is still absolutely vital to maintain intensive efforts to ensure that no countries or actors use cluster munitions in future.

Armed violence. Since the Oslo Conference on Armed Violence in 2010, Norway's efforts to counter armed violence have focused on follow-up of the "Oslo Commitments" adopted at the conference, including the requirement that states monitor and measure armed violence on a national basis. In 2011, Norway chose to focus on national reporting of armed violence as a way of meeting this obligation.

*Mine clearer in Mozambique.
Photo: Halo Trust*



National reporting is important, because many countries lack national overviews of the scope of armed violence, who is affected, and what steps are being taken to reduce the problem and its damaging effects. In this connection, Norway produced its own national report on armed violence in 2011 – the first of its kind. Together with civil society partners, Norway worked to create a platform for dialogue on national reporting. No concrete results were achieved in 2011, although Norway's efforts helped to increase awareness of reporting among states and civil society actors. In addition, a small number of countries have expressed an interest in reporting on armed violence on a national basis. Further, by supporting various civil society organisations, Norway sought to ensure that more states develop their own capacity to measure and monitor armed violence, so that data on armed violence becomes publicly available and can be used by those tasked with developing responses. Norway's support for Action on Armed Violence's programme in Liberia, discussed in Part III of this report, is one example of this type of work.

Conventional weapons. There has been an increased focus internationally on the uncontrolled proliferation of conventional weapons. Negotiations on an international Arms Trade Treaty (ATT) were to be concluded in July 2012, at a four-week negotiation conference organised by the UN in New York. In 2011, Norway participated actively in the preparatory meetings held in New York in connection with the ATT negotiations. Norway's objective throughout has been to support the negotiation and implementation of a strong, robust treaty that is based on humanitarian perspectives and focuses on reducing human suffering and armed violence.

During the 2011 negotiations, Norway helped to put the humanitarian and development-related aspects of the uncontrolled proliferation of weapons on the agenda, in addition to trade- and

security-related considerations. Norway argued that the treaty should cover all types of conventional weapons and ammunition. The treaty should contain strict, binding criteria to determine when the export of weapons is permitted, taking into account the consequences for peace and security, human rights and international humanitarian law. Norway is also seeking to ensure that the treaty includes provisions on assistance for the victims of armed violence linked to conventional weapons. A further important principle for Norway is that all countries should be free to apply stricter rules than those laid down in the ATT.

International attention was also directed to the specific problem of small arms in contexts other than the ATT negotiations in 2011. One example is the UN Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms (PoA) and the preparations for the PoA Review Conference in New York in August/September 2012. In May 2011, for instance, a meeting of experts was held in New York on the marking and traceability of small arms, at which Norway participated actively.

Strategic use of aid. In 2011, the Norwegian authorities donated a total of NOK 323 million to humanitarian disarmament work in over 20 countries, including around NOK 60 million to victim assistance programmes. Through the strategic use of funds, Norway supports compliance by other states with their obligations under the Mine Ban Convention and the Convention on Cluster Munitions, and thus the achievement of the conventions' humanitarian objectives. Norwegian People's Aid is Norway's most important partner in these efforts. Other humanitarian landmine clearance organisations also receive support from Norway, as do relevant UN agencies and organisations that promote the rights of victims, conduct information campaigns and seek to prevent armed violence.

4. Needs-based assistance

Women and men, children and the elderly are affected differently by war, conflicts and natural disasters. That is why Norway seeks to ensure that the gender perspective is integrated into humanitarian assistance. Women and girls are often particularly vulnerable to sexual abuse and gender-based violence, and Norway is giving priority to the protection of women and children against sexual abuse. Effective humanitarian assistance means that initiatives must be adapted to different needs and that the abilities and resources of the affected population are utilised. Emergency aid recipients must be included in the identification of needs and in the design of measures. Inclusion and participation are key elements of any rights-based approach to humanitarian crises.

Sexual violence. Norway is assisting Norwegian and international organisations in integrating the gender perspective into humanitarian

responses, and helping to ensure the implementation of relevant UN resolutions and other common standards. For example, through the UN Action against Sexual Violence in Conflict (UN Action), Norway is supporting implementation in the UN system of Security Council resolution 1325 and the other resolutions on women, peace and security: resolutions 1820, 1888, 1889 and 1960. Norway hosted the annual UN Action donor meeting in 2011. One of the topics at the meeting was the implementation of Security Council resolution 1960, which envisages an accountability system that will list the perpetrators of conflict related sexual violence. Under the leadership of the SRSG on Sexual Violence in Conflict, UN Action is responsible for coordinating the UN's implementation of resolution 1960, and for introducing monitoring, analysis and reporting arrangements (MARA) to that effect. In line with its objective of better coordination within the UN, Norway has given priority to ensuring that the MARA is coordinated with existing systems. This is particularly

Collection and securing of hand weapon in Somaliland. Photo: Danish Demining Group, Pete Mueller



relevant in relation to Security Council resolution 1612 on children and armed conflict, which calls for the registration of parties who exploit children during wars. Norway clearly communicated its position to UN Action at the donor meeting in Oslo, as well as in other forums and dialogues with key UN actors. In 2011, the responsible UN agencies agreed to coordinate their work on implementing resolutions 1960 and 1612.

DR Congo may well be the country in which the use of sexual violence as a weapon in conflicts is most prevalent. In 2011, Norway supported various partners, Norwegian and international NGOs, and UN agencies in their efforts to combat sexual violence in DR Congo. Sexual violence is a widespread problem, particularly for the population in eastern parts of DR Congo, in which conflicts arise almost continuously. One important element of Norway's involvement in DR Congo has been to strengthen the UN's ability to protect civilians. That is why Norway has focused particularly on supporting the UN in its work on implementing the Comprehensive Strategy on Combating Sexual Violence in the Democratic Republic of the Congo. Norway's aim in doing so is to improve the coordination of the many actors active in the field, and to increase the authorities' ownership of efforts against sexual violence. In 2011, Norway seconded two positions to the Sexual Violence Unit in MONUSCO (the UN Organization Stabilization Mission in the DR Congo). The unit is small, but has nevertheless proven effective. Norwegian support in 2011 enabled the unit to deploy one person to South Kivu, one of the provinces in DR Congo where sexual violence is very common, to improve coordination between the many actors in the field. During the course of 2011, the situation

improved considerably, from little contact between actors and almost no involvement of the provincial authorities to the establishment of coordination and working groups and regular meetings chaired by the provincial authorities. One result of this is quicker notification and follow-up of cases of sexual violence. Another result is a survey of existing sexual violence projects, which is now providing the basis for the development of new programmes. This example illustrates how the strategic use of relatively small amounts can make a difference.

People with disabilities are particularly vulnerable during humanitarian crises. Disabled persons must be included in emergency aid operations both during and after crises and conflicts. However, there is little knowledge about how humanitarian interventions can be designed to safeguard the particular needs of the disabled. This was the topic of a conference held in Oslo from 30 to 31 May 2011 (see separate fact box). The conference was the first international event at which this topic was discussed at the political level.

Conference on disability in crises and conflicts
On 30 and 31 May, the Atlas Alliance and the Ministry of Foreign Affairs arranged an international conference of experts entitled "Disability in Conflicts and Emergencies – Reaching the most vulnerable".

The purpose of the conference was to focus attention on persons with disabilities, a particularly vulnerable group during humanitarian crises and conflicts. Another important aim was to increase knowledge about how humanitarian interventions can be designed to safeguard the particular needs of the disabled. Article 11 of the UN Convention on the Rights of Persons with Disabilities (CRPD) was the departure point for the conference. The CRPD has helped to increase the focus on the situation of persons with disabilities in crises and disasters in important international processes, such as the second meeting of states parties to the Convention on Cluster Munitions held in Beirut in September 2011.

The target group for the conference was NGOs that engage in humanitarian efforts, UN agencies and the authorities in donor countries and countries that are often affected by, or are currently affected by, conflicts and disasters. The participation of organisations representing persons with disabilities, including some of those directly affected, was important. The conference delegates included representatives from Western nations and countries in Asia, Africa and Latin America. The delegates from the Palestinian Territory,

Bangladesh and Myanmar provided moving accounts of how disabled persons in conflict and disaster areas lose their rights, for example to education and healthcare. In addition, the disabled are often ignored and excluded from disaster-prevention efforts.

The conference was opened by Foreign Minister Jonas Gahr Støre and Atlas Alliance Chair Liv Arum. Former Minister of Children, Equality and Social Inclusion Audun Lysbakken opened day two of the conference. Mr Støre emphasised the importance of including persons with disabilities in all emergency aid efforts, quoting work on the inclusion of a victim perspective and human rights perspective in humanitarian disarmament efforts by way of example.

It is currently too early to evaluate the effect of the conference in practice. However, the UN is focusing more strongly on the need to include disabled persons in both humanitarian assistance and long-term development work. Increased UN attention is important for effective implementation of Article 11 of the CRPD. The connection between victim assistance and the inclusion of persons with disabilities in humanitarian operations was also discussed at the conference. Norway hopes that this topic will be included in further work under disarmament treaties. In the long term, we hope that this initiative will promote the inclusion of persons with disabilities and their special needs in strategies and plans for emergency aid operations.



Syrian refugee children in Kilis refugee camp in Turkey. Photo: The Norwegian Ministry of Foreign Affairs.

5. Protection of civilians, refugees and internally displaced persons

Armed conflicts often cause suffering to the civilian population, through the actions of both state and non-state armed groups. New forms of warfare and the failure to distinguish between military and civilian targets are undermining respect for humanitarian law. Norway therefore promotes the fundamental principle of humanitarian law that civilians must be protected against violence and abuse.

Refugees and internally displaced persons are important target groups for humanitarian assistance. The reasons why people flee are becoming ever more complex, but may include conflicts with the authorities or armed groups, or natural disasters, or a combination of these factors. This was the situation facing many thousands of Somalis from al Shabaab-controlled areas in central and southern Somalia, in what was perhaps the most serious emergency aid situation of 2011. Many of these people fled primarily from drought, and constitute a group increasingly referred to environmentally displaced persons. People caught in protracted, long-term refugee situations with no prospects of a permanent solution comprise a special class of refugees and internally displaced persons.

Protection of civilians during armed conflicts. Despite the fact that international humanitarian law confers a fundamental right to protection on civilians affected by armed conflict, in practice we see that it is still civilians who are hit the hardest. From 7 to 8 November 2011, Norway and Argentina held a regional seminar in Buenos Aires to discuss how the rules of humanitarian law should be interpreted and applied to give civilians the protection to which they are entitled. In Latin America, the "war" on drugs presents a particular challenge. Fighting between drug gangs and between security forces and drug gangs terrorises entire districts, and results in murder, kidnapping and threats against the local population. Deaths are often much higher in this type of situation than in many ongoing armed conflicts. The relation-

ship between human rights and humanitarian law is key in situations of this kind. The seminar strongly recommended that police and military security forces should receive training in both human rights and humanitarian law, and how they can be applied to protect the population.

The seminar also focused on how to ensure that persons responsible for breaches of humanitarian law are held responsible. Particular emphasis was given to documenting facts, both during and after a conflict. One problem that was highlighted was the practice adopted by certain countries of preventing journalists and other independent reporters from entering conflict areas. Under humanitarian law, parties to armed conflicts have a duty to consider the consequences of their actions for the civilian population. There was broad agreement that the parties to a conflict must assess the impact of their actions on civilians. It is also necessary that appropriate measures are taken to improve documentation and transparency.

The seminar formed part of a Norwegian-led initiative entitled *Reclaiming the Protection of Civilians under International Humanitarian Law*, and was the second of four regional seminars on the topic. The first was held in Indonesia in the autumn of 2010, while the third took place in Uganda in the spring of 2012. The fourth seminar is scheduled for a European location in the winter of 2012/2013. The initiative will then conclude with a global conference in the spring of 2013. The aim is to build broad-based agreement on concrete measures to strengthen respect for humanitarian law, and its application, in order to improve the protection afforded to civilians affected by armed conflict.

Internally displaced persons. Norway is giving high priority to strengthening legal protection for internally displaced persons, a group not covered by the Convention Relating to the Status of Refugees. In 2011, Norway chaired negotiations on a resolution on the protection of and assistance to internally displaced persons

(resolution 66/165), which was adopted by the UN General Assembly in December. The resolution is an important instrument for securing member state support for the UN Guiding Principles on Internal Displacement. The UN Human Rights Council's Special Rapporteur on the Human Rights of Internally Displaced Persons is also important in this context. The 2011 resolution contains new provisions supporting the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (the Kampala Convention). Displacement as a result of natural disasters related to climate change was also highlighted in the resolution.

Norway is also promoting the allocation of resources to internally displaced persons by UNHCR. This is not uncontroversial among UN member states, and is regarded by some countries as interference in domestic affairs. Norway also supports the Internal Displacement Monitoring Centre (IDMC), which reports on the situation of internally displaced persons in 50+ countries, providing factual and analytical information that forms the basis for UNHCR's work for internally displaced persons.

In 2011, UNHCR commemorated the 60th anniversary of the entry into force of the Convention Relating to the Status of Refugees and the 50th anniversary of the entry into force of the Convention relating to the Status of Stateless Persons. 2011 also marked the 150th birthday of Fridtjof Nansen. Nansen was, of course, the world's first High Commissioner for Refugees, in the former League of Nations. UNHCR celebrated the three anniversaries as part of its efforts to build greater understanding of the need to protect displaced persons. The commemorations focused attention on new protection needs, and highlighted the need for progress on citizenship for stateless persons.

Environmentally displaced persons. Norway cooperated closely with UNHCR in 2011 to put

new protection challenges related to climate change on the international agenda. This was the purpose of the *Nansen Conference on Climate Change and Displacement in the 21st Century*, which the Norwegian Government hosted in June 2011. Environmentally displaced persons are expected to constitute a large group in future, and are not covered by the Convention Relating to the Status of Refugees. The conference drafted a summary containing 10 "Nansen Principles", intended to provide a basis for further work relating to climate-related displacement issues. It was emphasised that the issue is not only the lack of clear legal protection, but also the need to strengthen prevention, adaptation and early warning measures.

At the UNHCR ministerial meeting in December 2011, and by way of follow-up to the Nansen conference, Norway and Switzerland committed themselves to working to move this topic further up on the international agenda.

Protracted refugee situations. Increasing attention is being given to protracted refugee situations within UNHCR and among member states. "Protracted situations" are situations lasting longer than five years, in which there are no prospects of a permanent solution for those affected. More than 7 million refugees currently fall into this category, as do an even greater number of internally displaced persons. The largest individual group comprises Afghans currently living in Iran and Pakistan. The largest refugee camp in the world is Dadaab in Kenya. In 2011, approximately 450 000 Somalis were living in the camp. The first refugees arrived in the early 1990s, and many inhabitants have been born and raised in the camp.

The resolution of long-term refugee situations requires solutions at the political level. Development organisations such as UNDP, FAO and the World Bank have an important role to play. In 2011, Norway had frequent meetings with UNDP and the World Bank on this topic, and

gave support to the *Transitional Solutions Initiative*, which is intended to secure a permanent solution for Eritrean refugees living in Eastern Sudan. The camps in Eastern Sudan currently constitute the world's longest-lasting refugee situation, excluding that of Palestinian refugees. The aim of the project, which is being run by UNHCR in cooperation with the Sudanese authorities, UNDP and the World Bank, is to integrate the refugees into the local community in which they are already living. Norway also offered approximately 200 refugees from this group resettlement under its refugee quota.

Support for refugees and internally displaced persons. Norway makes considerable annual contributions to the UN and various NGOs to help them to assist refugees and internally displaced persons. Support for protection and assistance measures was provided through Norway's core contributions to the Central Emergency Response Fund (CERF), the country funds for Sudan and DR Congo and, not least, the UN High Commissioner for Refugees (UNHCR). In 2011, UNHCR received approximately NOK 440 million, making Norway the seventh-largest donor in global terms. NOK 290 million was given as a non-earmarked contribution at the beginning of the year. The largest donations to specific crises were NOK 50 million

for Somali refugees in the Horn of Africa, NOK 30 million for Afghan refugees in Iran and Pakistan and internally displaced persons, NOK 10 million for South Sudan, NOK 10 million for internally displaced persons in Colombia, NOK 8 million for refugees from Libya (primarily third-country nationals), and NOK 8 million for refugees from Côte d'Ivoire.

The Norwegian Refugee Council is Norway's largest humanitarian organisation in terms of budget and staff numbers. In 2011, the Norwegian Refugee Council received NOK 359 million via the humanitarian budget. The Norwegian Refugee Council is an important partner for Norway in three respects. First, it provides protection and assistance to displaced persons in some of the world's most conflict-intensive and hardest-hit countries. Second, it runs the NORCAP standby roster, which provides the UN with personnel (see fact box). Third, it is a strong advocate for displaced persons. Its voice is listened to internationally, and it helps to put new issues on the agenda.

UNHCR review

In 2011, Norway led a review of UNHCR organised by the Multilateral Organisations Performance Assessment Network (MOPAN), a network of 15 donor countries. A MOPAN review is a partner assessment intended to measure the ability of an organisation to contribute to the achievement of development results. The focus is on how strategic management, administrative and operational systems and procedures, forms of cooperation and institutional learning help to strengthen the organisation's focus on results. In other words, actual results are not assessed. Document reviews and questionnaires were used to assess UNHCR projects in the following countries: Burundi, Bangladesh, Ecuador, Nepal, Syria and Tanzania.

The MOPAN tool was developed to measure the efficiency of organisations that provide long-term development assistance, and therefore had to be tailored to UNHCR. This is because UNHCR, as a humanitarian organisation, is not subject to the same sustainability requirements as developmental organisations. On the other hand, it is even more committed to the humanitarian principles.

The results of the review were overwhelmingly positive, and showed that UNHCR is fulfilling its mandate. It observes the humanitarian principles, is well prepared for crises, and takes a performance-based approach. UNHCR also scored well on cooperation in the field and dialogue with partners and authorities. According to the MOPAN review, UNHCR's greatest weakness is its reporting framework, particularly with regard to reporting on results and linking budget decisions with cost/benefit analyses. The last phase of an extensive reform of the organisation is intended to secure improvements in this regard.

The findings from the MOPAN review are consistent with other recent UNHCR evaluations, including the UK's comprehensive evaluation of a number of UN agencies. UNHCR also performed well in the UK review.



A Syrian refugee feeding her child while sitting with her family in Al Zatri refugee camp. Photo: Scanpix

6. Coherent assistance

Countries that experience recurring or long-term humanitarian crises often also face other challenges, including weak state structures, poverty and vulnerability to climate change. To better prevent humanitarian crises, it is important to recognise the connection between short-term emergency aid and long-term aid and development. We can reduce the risk of loss of human life in future crises by building on local emergency preparedness capacity. Efforts to ensure better transitions from humanitarian assistance to recovery and long-term development are crucial in order to assist vulnerable countries more effectively. Norway is promoting a coherent approach, and will support the coordination of humanitarian assistance, climate change adaptation and development cooperation.

The Horn of Africa was hit by drought in 2011. In Somalia, the drought caused a famine. People fled from southern Somalia to the war-torn capital, Mogadishu, as well as to camps in Ethiopia and Kenya, where the drought did not lead to famine.

Drought and conflicts reinforce one another. The drought that affected the Horn of Africa in 2011 developed into a famine in Somalia because the country was in conflict. Neighbouring countries avoided famine because they managed to strengthen the resilience of those affected by drought. The population of the Horn of Africa is used to dry spells. People move, or slaughter animals, when a drought arises. However, the conflict in Somalia, which has been ongoing since 1989, has made local communities vulnerable, even to naturally occurring and recurring climate variations. A further factor in addition to conflict and drought is the global increase in food prices, which has had a serious impact on countries dependent on food imports, like Somalia. The ongoing conflict complicates the design of long-term drought-preparedness strategies and the implementation of concrete

measures to build up local emergency preparedness and resilience.

Prevention works. The most effective weapon against disasters is prevention. A study conducted by the World Bank in 2010 showed that every dollar spent on prevention can potentially save six dollars in response costs. In Kenya, prevention measures funded by Norway and implemented by the Red Cross in 2009 helped to reduce the impact of the 2011 drought. The Kenyan Red Cross responded quickly when the drought hit, recommending the slaughter of cattle before they died of thirst, and while the meat was still sellable. In Somalia, cattle simply died, leaving farmers without any income.

Development and prevention are closely related. Poor people settle in areas vulnerable to landslides, flooding and drought. Deforestation, the drainage of wetland areas, and inefficient agricultural practices intensify natural events and have catastrophic consequences for local populations. Effective prevention requires both local and national authorities to take responsibility. The authorities should, in consultation with the local population, develop knowledge in order to implement the right measures.

Norway's efforts in the area of natural disaster prevention are linked to Norway's climate policy and long-term development assistance work. Like development assistance, preventive aid is most effective when Norway can maintain a local presence and cooperate closely with authorities and civil society in the longer term, as is the case in Vietnam, Bangladesh and Cuba. We are also currently establishing a pilot project with Uganda relating to prevention.

The UN report on extreme weather. Effective prevention requires knowledge about extreme weather and climate change. Such knowledge is important not only for tackling future natural disasters, but also for promoting development that is more sustainable.

In the implementation of the white paper *Norwegian policy on the prevention of humanitarian crises*,³ emphasis has been given to adopting a broad approach. Prevention and climate change adaptation are crucial in efforts to promote sustainable development. Currently, national and international approaches are characterised by fragmentation and a lack of coordination and cooperation. That is why, in 2008, Norway encouraged the UN Intergovernmental Panel on Climate Change to prepare a comprehensive report on the likely future challenges presented by extreme weather events.

The report, which is commonly referred to as the SREX report (*Managing the Risks of Extreme Events and Disasters to Advance Climate Change Adaptation*), is the result of broad inter-disciplinary cooperation between some of the world's leading disaster risk reduction and climate experts, including several Norwegian scientists. Norway is funding the presentation of the report in various parts of the world, including in

³ Report No. 9 (2007-2008) to the Storting

Havana, Bangkok and Addis Ababa, where the presentations to central decision-makers, NGOs and other civil society actors were covered extensively in the media.

Our hope is that the report will provide a common reference framework for the efforts of all countries to deal with future extreme weather events. These challenges affect us all. Problems affecting the global common good require innovative solutions, and may impose considerable social costs. Moreover, the SREX report and other similar reports clearly document that the costs of doing nothing will be infinitely larger than the costs of prevention. Norway is emphasising efforts to promote a prevention culture, nationally and internationally. This is the foundation for Norway's cooperation with selected countries in Asia, the Caribbean and Africa. Norway is participating actively in the international dialogue on climate challenges, both in the UN context and in its cooperation with other donor countries and actors.

Children in Basaso camp in Puntland waiting for water.
Photo: Corbis



7. Norway as a good donor

By their very nature, humanitarian needs are unpredictable. Norway must therefore maintain its flexibility and ability to act swiftly to meet changing needs. At the same time, however, it is desirable to increase predictability for key partners by making increased use of framework agreements and disbursing grants early in the year.

Less earmarking. In 2011, Norway continued to make substantial allocations in the form of non-earmarked contributions to the large humanitarian organisations and the fund mechanisms. The UN Central Emergency Response Fund (CERF) received by far the largest amount of non-earmarked support, totalling NOK 387 million. In addition, the UN humanitarian country funds for Somalia, DR Congo and Sudan received a total of NOK 258 million in non-earmarked funds, while UNHCR received NOK 290 million, the International Committee of the Red Cross (ICRC) NOK 87 million and OCHA NOK 90 million.

Early disbursement. Norway's focus on early disbursement to countries and thematic projects meant that 40 % of humanitarian allocations were paid out in the first quarter. This increased the financial flexibility of the organisations and allowed them to work under more predictable conditions. This flexibility is strongly linked with the quality of the organisations' programmes. CERF received NOK 350 million in the first quarter of 2011, while payments totalling NOK 25 million were made to the Disaster Relief Emergency Fund (DREF) of the International Federation of Red Cross and Red Crescent Societies (IFRC) in the first three months of the year.

More funding for humanitarian research. In 2011, a new humanitarian policy research programme was established by the Research Council of Norway. The objective of the programme is to support knowledge development and improve the expertise of Norwegian

research institutions on key issues in Norwegian humanitarian policy. A further aim of the research programme is to build a foundation for more knowledge-based development of Norwegian humanitarian policy. We also hope that the programme will increase the public focus on, and public awareness of, humanitarian issues. The research programme's funding framework of NOK 10 million annually for four years was announced in 2011, generating considerable interest and resulting in 19 grant applications.

Norway is also cooperating with the international research institutions Feinstein International Center at Tufts University and the Humanitarian Policy Group of the Overseas Development Institute. Approximately NOK 5 million in support was given to international research institutions in 2011, primarily under multi-year framework agreements.

Norway is also supporting research projects that form part of operational humanitarian activities. This applies, for example, to the development of warning systems for different forms of natural disasters, and research on the protection of persons displaced by climate-related natural disasters. Research is also being conducted in the areas of humanitarian disarmament and the protection of women in war and conflict. The challenges are to make sure that research is relevant and to introduce mechanisms to ensure that decision-makers can benefit from research results.

8. Financial and administrative consequences

In order to address humanitarian challenges effectively, Norway must strengthen its administration and follow-up of humanitarian aid. The administration of humanitarian funds must be robust and ensure that the objectives are met and results achieved. This is vital for the predictable, professional administration of grants.

Reporting of results and new agreement templates. In 2011, the Ministry of Foreign Affairs introduced new measures to strengthen reporting on aid results. The rules were improved and new grant templates were introduced in the Ministry. These contain clearer requirements regarding the formulation of expected results. Moreover, the agreements with the largest organisations require them to publish annual reports on their efforts to combat

financial irregularities. These organisations also have to provide a summary of any cases concerning financial irregularities they have closed during the year in question. Improving the reporting of results is an ongoing effort.

Experience of multi-year agreements.

As part of Norway's focus on giving priority to strategic partnerships and strengthening and increasing the effectiveness of the administration of grants, multi-year agreements were concluded with the Norwegian Refugee Council, the Norwegian Red Cross, Norwegian People's Aid, Norwegian Church Aid, OCHA and the Feinstein International Center at Tufts University in the period 2008–2010. The framework agreements are a useful instrument that promotes closer dialogue and follow-up and provides financial predictability for the organisations.

Rescue teams searching for earthquake victims, with the assistance of rescue dogs, after the earthquake in Van, Turkey in November 2011. Photo: Shutterstock



Framework agreements were a new instrument in the context of Norwegian humanitarian policy when they were introduced in 2008. Accordingly, it was important to gather experience of their use before concluding new framework agreements. A review of the framework agreements conducted in 2011 showed that they have promoted more strategic, long-term cooperation with key partners in relation to the thematic priorities outlined in the white paper *Norway's Humanitarian Policy*.³ This form of cooperation has also helped to strengthen the results focus of the public administration, not least through ongoing dialogue on measures implemented under the agreements. Embassies and field offices of organisations are important participants in this dialogue. The agreements have also promoted concentration by reducing the

number of agreements, thus making the administration of grants more effective. The organisations have benefited from greater predictability and flexibility.

Setting administrative grants in the context of grant administration. Administrative grants are linked to administrative expenses and the cost of support functions at the head office of the grant recipient in question. Revised procedures for handling administrative grants in the context of grant administration were developed in 2011. According to these procedures, the administrative component of a humanitarian grant may total up to 7 %. The rate is 15 % for expenses relating to the operation of emergency preparedness systems for personnel.

³ Report No. 40 (2008–2009) to the Storting

Strategic partnerships through multi-year agreements

To increase the effectiveness of the administration of allocations, multi-year agreements are concluded with key Norwegian and international partners in areas in which the partners have specialist expertise. These framework agreements help to ensure that a more strategic, long-term approach is taken to cooperation relating to the thematic priorities outlined in the white paper *Norway's Humanitarian Policy*.

Overview of the framework agreements:

<i>Organisation</i>	<i>Theme</i>
Norwegian Refugee Council	Standby roster (NORCAP)
Norwegian Refugee Council	Internally displaced persons in Africa
Norwegian Red Cross	Prevention of natural disasters
Norwegian Red Cross	Humanitarian assistance in Afghanistan
Norwegian Church Aid	Augusta Victoria Hospital in the Palestinian Territory
Norwegian Church Aid	Gender-based violence in DR Congo
Norwegian People's Aid	Humanitarian disarmament
OCHA	Core funding
Feinstein International Center, Tufts University	Humanitarian research

Part II: Norwegian humanitarian aid in figures

Norway's humanitarian budget totalled approximately NOK 3.3 billion in 2011. In other words, humanitarian aid accounted for around 12 % of Norway's total aid budget, including core contributions to the UN High Commissioner for Refugees. According to the Development Assistance Committee of the Organisation for Economic Co-operation and Development (OECD/DAC), Norwegian humanitarian aid comprises about 3 % of total global humanitarian aid (2010 figures). A little more than half of the humanitarian aid provided by Norway is channelled through the multilateral system

(Figure 2), not including support provided via the International Red Cross system.

Figure 1 shows trends in Norwegian humanitarian aid over time. Aid increased considerably from 2007 to 2011. Figure 4 shows that there is variation in the countries that receive the most aid. Somalia was the largest recipient in 2011, while Pakistan and Sudan topped the list in 2010. In Somalia, drought intensified by the ongoing conflict escalated into a famine situation that required extensive financial support from the international community.

The drought in the Horn of Africa – an expected disaster

In the autumn of 2010, we knew that the weather phenomenon La Niña would affect the Horn of Africa, and that the humanitarian consequences would be considerable in 2011. War and conflict intensified the crisis and made it difficult to gain humanitarian access to large areas.

Extensive planning was initiated before the end of 2010. Funds were allocated in response to the Consolidated Appeal for Somalia, and to the global emergency aid funds. At the same time, the Ministry and relevant embassies identified needs and the most effective channels. One conclusion was that priority would be given to the Norwegian and international organisations that had access to those in need in southern Somalia, the region from which people were fleeing. However, few humanitarian actors had real access, since the militant al-Shabaab organisation, which controlled southern Somalia, refused many foreign organisations permission to work in the area. In addition, it was dangerous for foreigners even to enter the area. As a result, a relatively large proportion of humanitarian aid, including food aid, was channelled through private organisations with local operations, rather than large UN agencies like the World Food Programme.

In total, Norway provided NOK 620 million in humanitarian aid to the Horn of Africa in 2011, NOK 210 million of which was paid out before 1 March. Most of this aid went to southern Somalia. However, the statistics for Norwegian aid to Somalia show a lower figure, namely NOK 273 million. This is due to two factors. First, Norway's share of support for Somalia provided via the UN emergency aid funds is registered as global aid, and not included in the Somalia statistics. This amounted to NOK 120 million in 2011. Second, support for regional measures covering several countries in the Horn of Africa is not registered against individual countries.

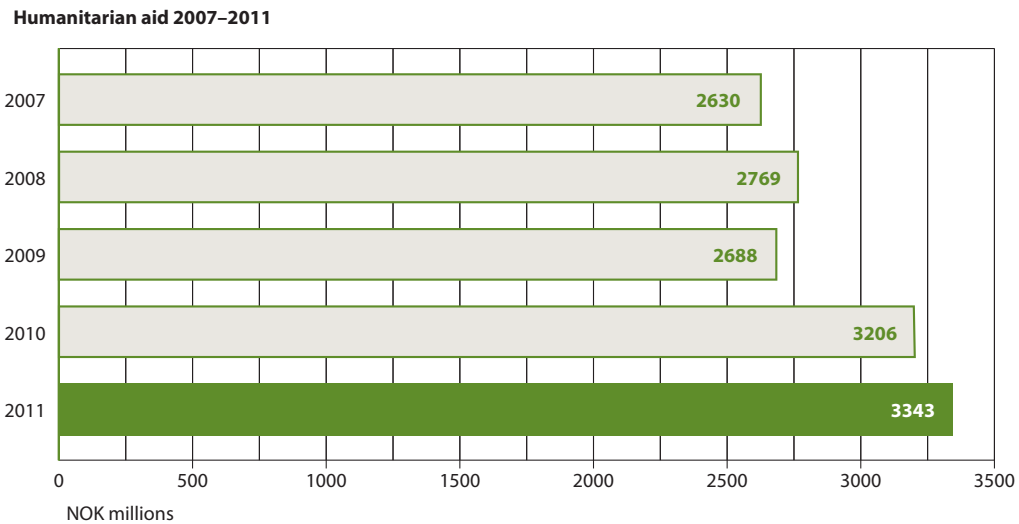


Figure 1: Steady increase in humanitarian aid

In 2011, Norway provided NOK 3.3 billion in humanitarian aid. This was slightly more than in 2010. There has been a steady increase in humanitarian aid over the last five years as a whole. The large increase from 2009 to 2010 is primarily due to the allocation of additional funds in connection with the natural disasters in Haiti and Pakistan.

Humanitarian aid partners

The Storting (the Norwegian parliament) makes annual allocations to humanitarian aid via the National Budget. The funds are allocated to a range of operational humanitarian organisations responsible for providing practical humanitarian assistance to those in need. Norway's most important partners in the context of humanitarian aid are the UN's humanitarian organisations, the International Red Cross system and other non-governmental humanitarian organisations, both Norwegian and international.

The choice of partner depends on the humanitarian situation in question. Norway always seeks to select the humanitarian actors that can provide the most effective assistance. This varies in different emergencies and depends on the local context. A small actor with good local contacts and knowledge will be able to reach areas that are closed to larger actors. In acute humanitarian crises, it is the local actors that will be able to provide the initial, life-saving help. In the case of large, long-term humanitarian needs requiring strategic coordination of many humanitarian actors, the UN will often be a key, effective channel.

Effective crisis coordination and response require emergency preparedness systems that can be implemented quickly once a crisis arises. Humanitarian funds are vital in this regard. The purpose of the emergency aid funds and country funds established by the UN is to provide rapid assistance in acute crises, cover critical funding gaps and function as a flexible financial reserve during unforeseen crises.

Channels and partners for Norwegian humanitarian aid

Channels for Norwegian Humanitarian aid i 2011

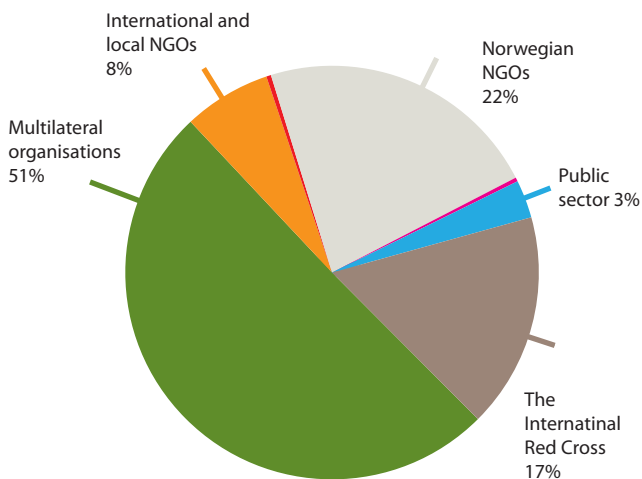


Figure 2: The multilateral organisations remain the most important channel for Norwegian humanitarian aid.

In 2011, more than half of Norway's humanitarian aid was channelled through multilateral organisations, excluding the International Red Cross system. Compared to 2010, there have been only small changes in the use of the different types of channels. The exception is support via the Red Cross system, which increased by 3 percentage points from 14 % in 2010 to 17 % in 2011. This increase is connected to the nature of the major crises in 2011 (see Figure 3).

Norway's statistics show that the Norwegian Red Cross received the most support among Norwegian NGOs, although the majority of the funds it receives are passed directly on to the International Red Cross. Support channelled through Norwegian NGOs remained stable at 22 %.

The largest partners in 2011

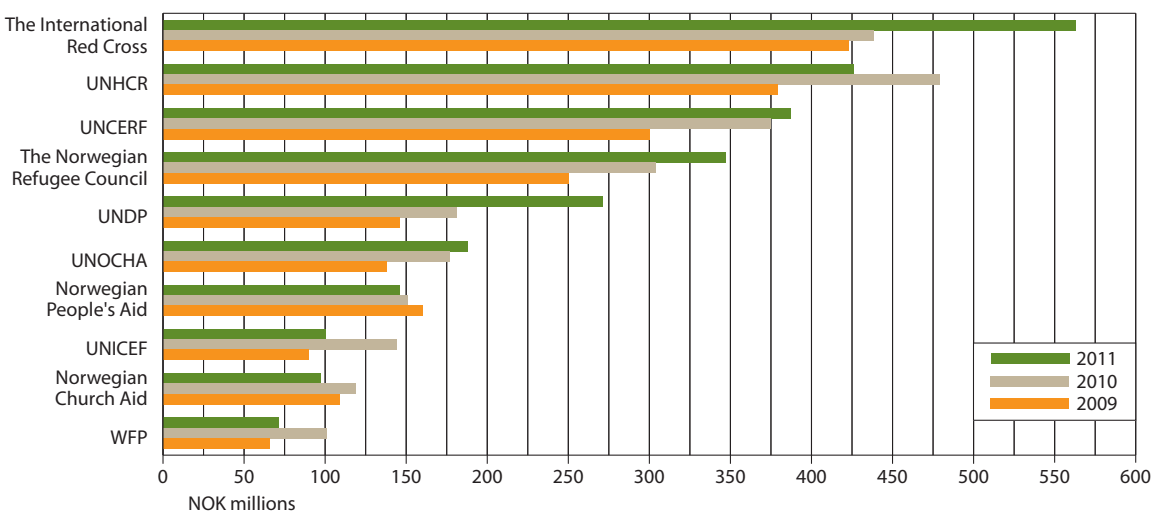


Figure 3: Support channelled through the International Red Cross system, the Norwegian Refugee Council and UNDP increased in 2011.

The changes in the support given to partners reflect which actors were involved in the major humanitarian crises of 2011, a year marked by war and conflict. The International Red Cross and the Norwegian Refugee Council required increased support to protect civilians, internally displaced persons and refugees in Libya, Liberia and Somalia. UNDP administers the UN humanitarian funds. Increased utilisation of the funds therefore resulted in an increase in the humanitarian aid channelled through UNDP by Norway in 2011.

Humanitarian aid to selected countries 2009-2011

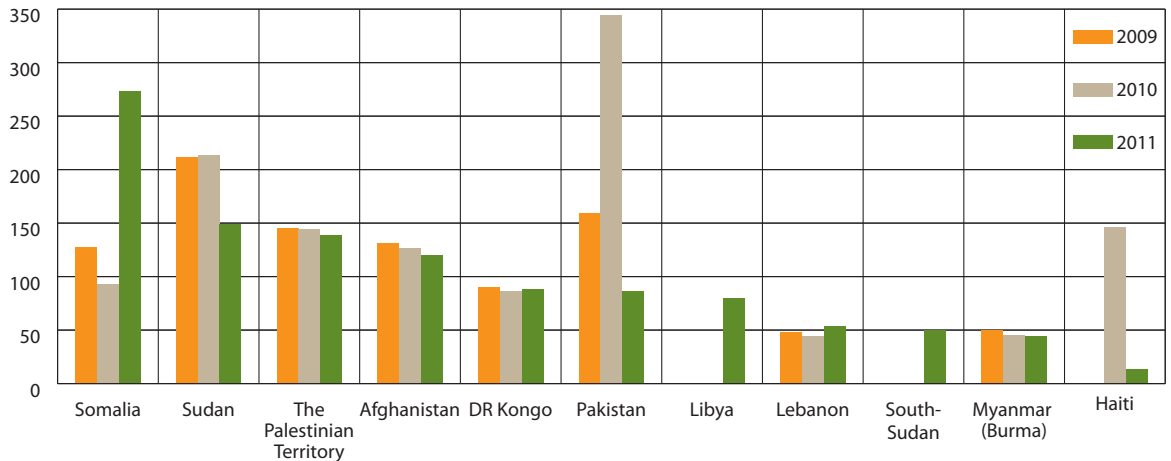


Figure 4: Considerable funds were allocated to acute humanitarian crises in Somalia and Libya in 2011.

South Sudan appears as an independent country in the statistics for 2011. When comparing the figures for the period 2007–2011, therefore, the 2011 figures for Sudan and South Sudan must be added together. The drought in the Horn of Africa is reflected in a strong increase in the amount of humanitarian aid given to Somalia, which included support for Somali refugees in neighbouring countries. The statistics also show that considerable humanitarian aid was provided in connection with the situation in Libya.

The case of Haiti illustrates how the amount of humanitarian aid can vary over time. The earthquake that struck Haiti in January 2010 resulted in acute, extensive humanitarian needs. Nevertheless, the figures show that Haiti received little humanitarian aid both before and after the earthquake. This does not mean that no help was given, but rather that the aid which was subsequently provided was not humanitarian in nature, focusing instead on long-term recovery assistance.

The ten largest recipient countries from 2007 to 2011

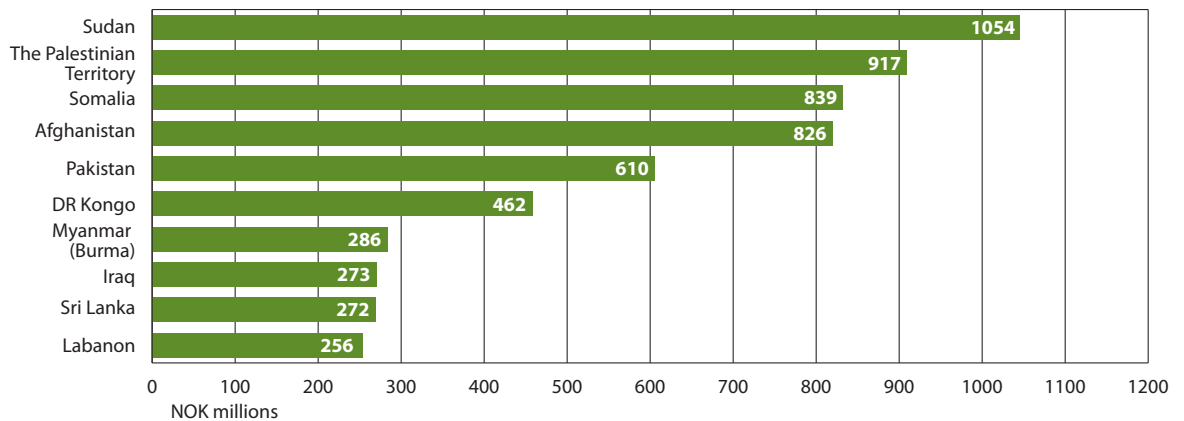


Figure 5: Countries suffering long-term humanitarian crises receive the most humanitarian aid over time.

Despite large variations in which countries receive the most humanitarian aid from year to year, Figure 5 shows that it is countries with long-term humanitarian needs that receive the most over time. Totalling the support received over the last five years reveals that Sudan, Afghanistan, DR Congo and the Palestinian Territory received the most in that period.

Rapid response – the UN Central Emergency Response Fund (CERF)

CERF is the UN's largest humanitarian fund, and received contributions from 126 UN member states in 2011, in addition to donations from businesses and private individuals. Nevertheless, a few traditional donors bear the majority of the funding burden – just seven member states provide 85 % of CERF's funds. In 2011, Norway was the third-largest donor, behind the UK and Sweden and ahead of the Netherlands and Canada. CERF received USD 465 million in 2011, achieving the UN General Assembly's annual contributions target of USD 450 million for the second time.

CERF is mandated to fund life-saving humanitarian assistance for people in need. It may only channel funds through the UN. The six largest organisations to administer CERF funds in 2011 were WFP (29.6 %), UNICEF (25.7 %), UNHCR (11.8 %), FAO (9.2 %), WHO (9.1 %) and IOM (9 %).

CERF is administered by OCHA on behalf of the donor countries. The donors are not directly involved in the distribution of funds, but contribute to the continuous improvement of the mechanism through various advisory groups. In many countries, ongoing humanitarian crises have lost their news value, and become "forgotten crises". Although assistance is still needed, the lack of international attention results in limited donor contributions. CERF has therefore acted as a guarantor of important contributions to crisis responses that are underfunded due to a lack of international attention.

In 2011, CERF provided USD 427 million in emergency aid, in response to most of the world's humanitarian crises. More than two-thirds of the funds went to humanitarian crises in Africa, particularly the famine in the Horn of Africa and the drought in the Sahel region. All of the 10 largest recipients of CERF funds are located in Africa, apart from Sri Lanka and Pakistan. The six largest recipients of CERF funds in 2011 were Somalia (12.4 %), Ethiopia (10.9 %), Pakistan (7.6 %), South Sudan (5.3 %), Kenya (5.3 %) and Chad (5.3 %). Assistance was provided in the following sectors: food aid (23.1 %), health (14.3 %), nutrition (14.3 %), cross-sectoral support (11.9 %) and agriculture (10.3 %).

Overall, CERF supported 473 projects totalling around NOK 2.5 billion (USD 427 million) in 2011. Some 22 million people in 45 countries received humanitarian assistance funded by CERF. A total of 22 million people received food aid, while 19 million received clean water. Vaccinations were given to 19.5 million children, and 1.5 million people were provided with shelter. In addition, 1.1 million families received agricultural starter packs with the aim of reducing their dependence on emergency aid by increasing their ability to produce food for themselves. These measures, along with others, helped to save lives, alleviate suffering and prevent further escalation of humanitarian crises.

In 2011, a comprehensive five-year evaluation of CERF for the period 2006 to 2010 was presented. CERF's strength and added value lie in making rapid payouts during humanitarian crises and intensifying humanitarian responses, particularly in the case of underfunded disasters. The evaluation made strategic and operational recommendations to strengthen CERF's effectiveness and relevance within the humanitarian architecture. It also proposed measures to improve the administration of the fund further, and identified measures to strengthen accountability vis-à-vis CERF's implementing institutions. The CERF secretariat in OCHA has developed a follow-up plan, which will be updated on a continuous basis.

High emergency preparedness – NORCAP

“The right person in the right place at the right time.” This is the motto of NORCAP, the standby roster run by the Norwegian Refugee Council and fully funded by the Ministry of Foreign Affairs.

In April 2009, the Ministry of Foreign Affairs concluded a three-year cooperation agreement with the Norwegian Refugee Council on the operation of NORCAP, which aims to improve the ability of the humanitarian system, and not least the UN, to provide rapid, effective humanitarian aid and protection through secondments of key personnel. The agreement replaced the many individual, sometimes geographically delimited, secondment agreements which had been used since 1991, when the standby roster was established under the auspices of the Norwegian Refugee Council. The three-year agreement has improved efficiency by reducing bureaucracy, and has introduced more predictable conditions for the Norwegian Refugee Council. It has also given both parties flexibility in acute crises. This in turn has facilitated a better dialogue on applicable overarching strategic principles. The original budget was NOK 240 million.

By the end of 2011, the Norwegian Refugee Council had concluded 1 134 individual contracts since the establishment of NORCAP, equivalent to 1 469 labour months. During this period, an average of 150 persons have been on assignment abroad at any given time, while 850 people have been on the NORCAP standby roster, ready to be deployed at 72 hours' notice. Most secondments were to UN agencies, such as UNICEF, UNHCR, FAO and WFP, although many people have also been deployed to the Temporary International Presence in Hebron (TIPH) and the International Organization for Migration (IOM).

NORCAP personnel must be ready to travel almost anywhere in the world, wherever a crisis hits. Between 2009 and 2011, many staff served in Sudan (and in the

new nation of South Sudan from July 2011 onwards), Pakistan, the Palestinian Territory, Haiti, Afghanistan, Liberia, Côte d'Ivoire, Kenya, Somalia, Ethiopia, Yemen, Iraq, Jordan, Egypt, Syria and Tunisia. These countries are some of NORCAP's most important deployment targets.

The profiles of requested personnel reveal that three types of expertise are particularly in demand: protection (including the protection of children), logistics and coordination. Other types of expertise include education during crises, information services, water and sanitation, food security and livelihoods.

The picture is more complex as regards distribution by gender and geography. Of the approximately 850 people who are currently on the standby roster, 40 % are Norwegians, while 60 % come from the global South. The high percentage from the global South reflects a deliberate recruitment strategy on the part of the Norwegian Refugee Council, as does the proportion of women, which is currently 40 %. Targeted efforts to recruit more personnel from the South, and particularly women, are entirely in line with the Ministry's policies.

In 2011, there were four situations in particular in which the NORCAP standby roster was frequently used. All four crises occurred on the African continent.

In the winter of 2011, an uprising began in eastern **Libya**, directed against the incumbent president, Muammar Gaddafi. The uprising was followed by a civil war and an armed intervention under a UN mandate. Many third-country nationals were forced to flee Libya. Most went to Tunisia, although many also fled to Egypt. To ensure that these neighbouring countries did not close their borders, it was vital to help the refugees to move on to their home countries. UNHCR and IOM organised this with assistance from inter alia personnel seconded through NORCAP.

A civil war-like situation also broke out in **Côte d'Ivoire** when the loser of the presidential election, Laurent Gbagbo, and his supporters refused to surrender power to the winner, Alassane Ouattara. The conflict divided the country in two and displaced many people, not least in the west of the country, where many fled to Liberia. In total, 23 secondments were made to Côte d'Ivoire and neighbouring countries.

In the summer of 2011, a famine arose in the Horn of Africa as a result of a long drought. The crisis struck particularly in al Shabaab-controlled regions in southern and central Somalia that were closed to humanitarian organisations. The greatest need was not for money and goods, but rather for qualified personnel to coordinate the aid efforts of organisations such as WFP, UNICEF and UNHCR. Through NORCAP, 21 experts were seconded to Ethiopia and Kenya, as well as to Somalia.

South Sudan became an independent state in 2011. The formation of the new country was accompanied by considerable uncertainty, not least as to whether war would break out and whether large numbers of people would be displaced. Overall, the transition was calmer than expected, although the new country clearly had capacity problems. It was largely dependent on the UN and other humanitarian organisations for the provision of essential services to its citizens. South Sudan received the most expert assistance through NORCAP in 2011, with 33 secondments.

During the three years of its existence, NORCAP has been adapted to new challenges, not least the prevention of natural disasters. Attempts have also been made to respond to the UN's increased need for expertise in complex crises that require a combination of instruments, such as peacekeeping troops and political missions.



Mine clearance in Uganda.

Photo: Danish Demining Group, Pete Mueller

Part III: Selected humanitarian aid results

As an administrator of humanitarian funds, the Ministry of Foreign Affairs is required to ensure that resources are used effectively, that grants are consistent with the objectives set by the Storting (the Norwegian parliament), and that aid results are sufficiently documented. All partners are required to report on their results and achievements. Information on Norwegian humanitarian aid results is found in partner reports and independent evaluations and analyses, and obtained through steering dialogues with UN agencies with humanitarian mandates.

Normally, obtaining information is not difficult. Although the Ministry receives annual reports from all of its partners, the Ministry can only provide good examples if partners have reliable systems in place for documenting their results. Tracing Norwegian contributions is difficult in the case of large UN agencies to which Norway makes core contributions, but which also have many other supporters. However, Norway is a member of these organisations' boards, and uses this position actively to monitor their activities. Norway helps these organisations to improve their results-reporting systems and make more effective use of them, so that Norway can report on the results that are achieved. Sometimes, a proportion of the results can be ascribed to Norway, but in most cases the organisations' reports provide general information on results to which Norway and other donors have contributed.

It is difficult to provide a comprehensive account of the results achieved using Norwegian humanitarian funds in a particular year. The available information is simply too extensive and varied to allow this. We still have to select just a few examples from a wide portfolio of results. In this year's report, we have highlighted six examples. Two relate to the two largest humanitarian crises of 2011, involving refugees in

Somalia and migrant workers in Liberia. Although the two crises are entirely different, well-documented results have been achieved in both cases.

Two further examples illustrate that results are not necessarily easy to measure. We all want to ensure that humanitarian assistance reaches those who need it most. That is why we want to know how many lives have been saved and how many people have received food and protection. These types of results are easy to communicate. Such things are easy to quantify and the result is immediately apparent. Two examples in this year's report – support for landmine victims in Bosnia and Herzegovina and contributions to efforts to combat under-reporting of armed violence in Liberia – show that the long-term effects of aid are not necessarily easy to measure. Measuring long-term results can be both difficult and resource-intensive.

Three of the examples concern support for refugees and civilians provided through the Norwegian Refugee Council and UNHCR, and for the ICRC regional delegation in Côte d'Ivoire. One might assume that quantifying the protection afforded to individuals is easy, not least because considerable information is often available on the number of people who have received help. However, it is important to bear in mind that humanitarian crises are difficult, and that emergency aid situations are by their very nature highly complex. The example from Côte d'Ivoire illustrates how difficult it can be to gain access to those requiring humanitarian assistance in conflict situations. There are many obstacles on the road to satisfactory results. Overcoming these requires adaptation, shrewdness and experience.

Somalia: the Norwegian Refugee Council assisted more than one million displaced people

The combination of armed conflict, state collapse, the repeated failure of rainy seasons and sky-high food prices produced a famine in southern Somalia in 2011. The famine cost many lives and displaced thousands of people. The Norwegian Refugee Council provided more than 1.2 million people with emergency aid in the Horn of Africa in 2011.

Somalia has been affected by armed conflict for decades. The country has suffered under state collapse since the fall of President Siad Barre in 1991. The resulting power vacuum has been exploited by various guerrilla groups and Islamic fundamentalists. Preventing aid from falling into the wrong hands is a constant challenge when operating under conditions as demanding as those in Somalia. The security situation for civilians and aid workers is extremely precarious in many areas. International efforts in Somalia are highly politicised, and numerous actors are offering various forms of support. To ensure that help reaches the right recipients, it is important to use humanitarian actors with a local presence and access.

The Norwegian Refugee Council has maintained a presence in Somalia since 2004, and in the south of the country since 2007. Primarily with the support of the Ministry of Foreign Affairs, the organisation is running an extensive aid programme not only in Somaliland, Puntland and central Somalia, but also in the refugee camps in Dadaab, Kenya and Dolo Ado in Ethiopia. The Norwegian Refugee Council is seeking to ensure that the basic needs of displaced persons are met by focusing on the five priorities of shelter, education, food security, legal advice and access to clean water and sanitation facilities.

More than 13 million people were affected by the drought in the Horn of Africa in 2011. In Somalia alone, 750 000 people were at risk of starvation at the height of the crisis, mostly in

southern Somalia. In addition to continuing its ongoing efforts, the Norwegian Refugee Council intensified its focus on those affected by famine. It organised the provision of clean water for 125 000 people, the distribution of emergency aid equipment packs to 270 000 people, the construction of 10 000 latrines, the erection of 2 000 fireproofed tents, the distribution of 26 000 blankets and the provision of educational support to 7 500 children in the war-torn parts of southern and central Somalia.

In southern and central Somalia, the Norwegian Refugee Council reached almost 130 000 people by means of an innovative food voucher programme. The aid recipients were registered using an id card bearing the holder's picture, name and an individual number. Each family received 25 kilograms of rice, 25 kg of wheat flour, 10 kg of sugar, six litres of cooking oil and 11 kg of pulses per month. The Norwegian Refugee Council ensured that the local market was supported by using local suppliers. At the height of the crisis, the intensification of the food aid programme across southern and central Somalia saved many lives. Accordingly, the banning in November of 16 humanitarian organisations, including the Norwegian Refugee Council, from operating in al-Shabaab controlled areas was a major setback. The Norwegian Refugee Council is working to re-establish access to these areas.

In Puntland and Somaliland, the Norwegian Refugee Council continued to protect and provide humanitarian assistance to the long-term displaced, with a focus on sustainable, permanent solutions. In Puntland, where the question of land rights constitutes the greatest barrier to permanent solutions, the Norwegian Refugee Council negotiated land and property rights for displaced persons, and developed a new housing design for over 55 000 people. In Somaliland, the Norwegian Refugee Council began the construction of permanent homes for returning refugees and internally displaced

persons, in a unique partnership with UNHCR and the authorities, who provided free labour and materials.

The Norwegian Refugee Council maintains a strong regional presence on both sides of Somalia's borders, so that assistance can be provided as close to those in need as possible. In 2011, hundreds of thousands of refugees flooded across the borders with Ethiopia and Kenya. In Ethiopia, more than 100 000 new refugees crossed the border to the camps in Dolo Ado, where the Norwegian Refugee Council quickly established an aid programme in the summer of 2011. In just a few weeks, the organisation erected large family tents for 27 000 refugees, and led efforts to ensure that the famine refugees had roofs over their heads in the intense heat. Drawing inspiration from traditional building practices, the Norwegian Refugee Council developed a design for semi-permanent houses that utilises environmentally friendly, locally available materials like bamboo. The design was quickly adopted by all of the other humanitarian actors on the ground.

In tandem with efforts in Somalia and Ethiopia, the Norwegian Refugee Council intensified its activity levels in the 20 year-old refugee camps in Dadaab, Kenya. While the population of the camps equalled that of the city of Bergen before the famine, the capacity of the overfilled camps was completely exceeded when 155 000 new refugees arrived between January and October of 2011. With funding from Norway, the Norwegian Refugee Council erected 5 800 tents, constructed 2 300 clay houses with tin roofs, built latrines for 50 000 newly arrived refugees and provided occupational training to young people.

Providing humanitarian assistance in conflict areas is a challenging and highly complex task. Many factors have to be taken into account, including security, "gate keepers" and the fact that different actors all want access to resources. A good understanding of the conflict and dialogue with all actors has enabled the Norwegian Refugee Council to secure acceptance and the requisite access to displaced persons, enabling it to help more than one million people.

Children in Dadaab refugee camp in Kenya, where thousands of Somalis wait for help. 15 August 2011.

Photo: Shutterstock



Bosnia and Herzegovina: victim assistance works, but the long-term effects are difficult to measure

The Mine Ban Convention and the Convention on Cluster Munitions obligate states to assist victims in a non-discriminatory manner, using a rights-based approach. Large amounts have been spent on medical rehabilitation, social and economic inclusion, aid and equipping victims to take control of their own lives again. One organisation active in this area is the Landmine Survivors Initiative in Bosnia and Herzegovina, through which survivors help other people injured by landmines. At the same time, perception-based research has shown that the large majority of victims believe that their situation has not improved. What is the true effect of victim assistance, and how can it be measured?

Assistance for victims of landmines, cluster munitions and other forms of armed violence accounts for a significant proportion of the funding Norway provides for humanitarian disarmament efforts, approximately NOK 60 million per year. This support is provided through various channels, including the mine appeal and Special Fund for the Disabled of the International Committee of the Red Cross, Norwegian and international civil society organisations and local survivor networks. The Ministry of Foreign Affairs also makes considerable contributions to social and health budgets of developing countries that also benefit disabled persons, including victims of armed violence.

The international cooperation and assistance provision in the 1997 Mine Ban Convention includes a reference to assistance for victims. Through practice and policy documents, the understanding has developed that the member states are obliged to provide necessary help to landmine victims. The states parties have also reached agreement on who falls within the definition of "victim" and is thus entitled to support, and what form such support should take. The 2008 Convention on Cluster Munitions took this understanding one step further

through its wide definition of the term "victim", and through its own legally binding obligation to assist. The picture is completed by the Convention on the Rights of Persons with Disabilities (CRPD), which was adopted in 2006.

Adopting a rights-based approach to victim assistance means recognising that disabled persons, including victims of armed violence, are both entitled to inclusion in society on an equal basis with other citizens and entitled to influence decisions affecting their lives. Adopting a non-discriminatory approach means avoiding differential treatment based, for example, on the cause of the disability. All treatment must be based on medical and social needs, and be adapted to the differing needs of girls, boys, women and men.

Together, these three conventions have contributed to a more comprehensive and integrated focus on the rights of disabled persons. However, in part through the agreements, the international community may have created unrealistic expectations as to how quickly the disabled, including victims of armed violence, can be given necessary support and assistance and be included as full citizens in all parts of society, given the social and economic conditions in many developing countries. Research and studies show that the main priority for most landmine victims is to be able to provide for themselves and their families. At the same time, employment and economic growth lie far beyond the scope of what the Mine Ban Convention can deliver.

The participation of victims in national and international efforts is both an important principle and a right. Norway is supporting several organisations through which survivors conduct lobbying and provide assistance and support to other survivors – activities referred to as peer support. The main principle of peer support is that people who have themselves suffered trauma and know what having a disability involves are better equipped to reach

out to other survivors, gain their trust and assess their individual needs.

One such peer support organisation is the Landmine Survivors Initiative (LSI) in Bosnia and Herzegovina, which Norway has supported for several years. In 2011, the organisation received NOK 975 000 to provide peer support, engage in lobbying activities, train survivors and direct them to service providers, build capacity in other organisations, channel donations to victims in need and run various information campaigns. The main aim of the project was the empowerment of survivors and their families. The focus was on improved physical and mental health, awareness-raising and increased economic self-help.

Bosnia and Herzegovina has registered over 6 000 landmine survivors since 1992. LSI conducted individual follow-up of 288 victims in 2011, in the form of 1 557 visits. Sixty-one survivors were visited for the first time, and included in LSI's programme. Of these, 43 had suffered the amputation of a limb, and received information and guidance on accessing available rehabilitation and health services. More than 50 survivors were trained in starting a business. A total of 62 survivors received direct support, for example to start a business or make their

homes accessible and safe. LSI also arranged a number of different activities to increase awareness of the situation and rights of the disabled in Bosnia, among both the authorities and the population at large. The organisation also played a major role in the national mechanism for coordinating victim assistance.

Most organisations supported by Norway report their results in a similar manner, describing how many victims have received help, for example in the form of prosthetics, training or financial advice. The long-term effect of this work in terms of improved social and economic welfare for individuals is difficult to document and measure in most cases, and the conclusion is therefore often implied. Although survivor networks of this kind cannot always report the direct effect of their work, organisations like LSI appear to provide important and helpful assistance through a wide range of activities that benefit the victims of landmines and cluster munitions, for relatively small sums of money.

*Mine victim in Bosnia-Herzegovina gets assistance through the Landmine Survivors Initiative (LSI).
Photo:
Brett Van Ort*



Liberia: knowledge about armed violence has a preventive and mitigating effect

Knowledge about the incidence and consequences of armed violence and attitudes towards it is important for identifying its true causes. Knowledge is a prerequisite for the design of measures to prevent and reduce armed violence. Many of the countries that have suffered most under armed violence lack reliable systems for collecting data and publishing information.

Action on Armed Violence (AOAV) is one of Norway's most important partners in the context of armed violence work and the implementation of the Oslo Commitments. The organisation, which is based in the UK, emphasises a combination of field work, analysis and efforts to influence political processes. All of these things are important for achieving results in the field and influencing policy development.

As part of its implementation of the Oslo Commitments on Armed Violence, Norway produced a report on armed violence in Norway in 2011 (see chapter 3). In doing so, Norway set an important example. Such reports can provide a comprehensive picture of the nature of armed violence in a particular country, who is affected and how. They can also facilitate documentation of victim follow-up and measures implemented to combat the problem. A national report also offers an excellent opportunity to identify relevant actors in the public, private and civil society sectors, and to establish partnerships for information-sharing and operational cooperation. A report is not an aim in itself. The objective is to promote greater transparency and publish information about a social problem, hopefully resulting in improved measures and efforts to prevent violence. Many countries with major armed violence problems lack such documentation and analyses of the causes of armed violence. Moreover, the national capacity to measure and monitor armed violence often has to be improved before comprehensive national reports can be prepared.

This is why Norway decided to give AOAV support totalling NOK 2.8 million for a project to gather data on armed violence in Liberia (the Liberia Armed Violence Observatory, or LAVO). The project was implemented in cooperation with Liberian state institutions and NGOs, and is the beginning of a national, standardised system for measuring and monitoring armed violence. The long-term aim of the project is to help reduce and prevent armed violence by improving data collection and the understanding of armed violence among key civil society actors.

In 2011, LAVO succeeded in collecting all available information on armed violence in Liberia in one place. This had not been done previously, and has enabled LAVO to produce more comprehensive reports than had been published in Liberia previously. It is likely that this has provided politicians and other decision-makers with useful information.

A lack of data on armed violence may be due both to capacity limitations and to the fact that such information may be sensitive, meaning that there is little willingness to register and publish it. Such sensitivity may arise, for example, if national authorities do not wish to appear to lack control or to be unable to protect their population. Alternatively, groups within the society may not want attention to be focused on their own use of armed violence. The data collection conducted by LAVO in 2011 showed that there was still a large discrepancy between the assumed true level of armed violence in Liberia and the reported level. This is illustrated by the fact that in 71 % of reported instances of armed violence, the media were the only source of data. This was also the case with serious examples of armed violence such as murder and armed insurgencies. The Liberian Ministry of Justice and Liberia's national police force, which are participants in LAVO, have begun to examine the causes of this failure to register and report armed violence. AOAV expects measures to be implemented. These include measures to

improve the public's view of the police, so that threats or actual use of armed violence are reported to the police more often, and the deployment of more police officers in areas with a high incidence of armed violence.

LAVO has only been active for a year, and it is as yet difficult to say whether it has helped to reduce and prevent armed violence, and whether it has had a material influence on national decision-makers. LAVO was established as a formal working group at the beginning of 2011, incorporating representatives of the authorities and civil society (media, academia, NGOs). In the longer term, the hope is that LAVO will become an independent national institution that cooperates with the authorities and civil society to collect and analyse data on armed violence, and that develops the capacity to produce national reports on armed violence in Liberia. Norway's support for the ongoing

development of LAVO will continue in 2012. AOAV is planning to withdraw from the project gradually, so that LAVO can become a wholly nationally owned institution in Liberia.

Liberian police watching supporters of the opposition, close to the opposition's headquarter in Monrovia, Liberia 8 November 2011. Photo Scanpix



Libya – migration crisis and air bridge

When war broke out in Libya, there were around 1.8 million foreign workers in the country. Approximately 800 000 of these fled the country during the conflict. This made the Libyan conflict one of the largest migration crises in modern history, according to the International Organization for Migration (IOM). Accordingly, the crisis in Libya also put the protection and rights of foreign workers in crises high on the international political agenda.

Although most of the foreign workers in Libya came from neighbouring countries, the migration crisis was also a global phenomenon. The 800 000 or so foreign workers who left Libya during the crisis came from over 120 different countries. One of the largest groups comprised workers from Bangladesh, who were particularly vulnerable because they came from a country with limited resources to conduct an evacuation. The distance between Bangladesh

and Libya was an additional complicating factor. In total, 36 594 people returned to Bangladesh from Libya. Norway helped to fund cooperation between the Norwegian Directorate for Civil Protection and Emergency Planning, UNHCR and IOM. The Directorate established reception centres for Bangladeshi refugees in Tunisia on behalf of the UN, while IOM established an air bridge to evacuate them. During the most intense period, from 2 500 to 3 500 people were being repatriated daily.



A Malian, that has fled from Libya, stretches out close to UNHCR's tents at the Choucha transit camp. Photo: Scanpix

Protection needs

During UNHCR's 60-year history, the global number of refugees has risen dramatically. In recent years, the number has stabilised and even fallen in some years but, on the other hand, the number of internally displaced persons has continued to rise. UNHCR uses the term "people of concern" to refer to refugees, internally displaced persons (IDPs), stateless persons and people in refugee-like situations.

The following is a summary of UNHCR's report for 2011.

In 2011, more than 21.5 million people received some form of protection from UNHCR, including six million refugees and 15.5 million internally displaced persons. The total number of stateless persons is estimated at almost 12 million worldwide. UNHCR has global responsibility for protecting this group of people (with the exception of Palestinians, who fall under the remit of UNWRA), but only has access to 3.5 million registered stateless persons.

Some 75 % of the world's refugees live in countries that border their country of origin. Two million refugees live in the world's least developed countries. As at the end of 2011, more than seven million people were caught in what are referred to as "protracted refugee situations", i.e. situations lasting longer than five years in which there are no prospects of a durable solution. Afghans constitute the largest group of refugees for which UNHCR is responsible. Most Afghan refugees live in the neighbouring countries of Pakistan (1.6 million) and Iran (about 1 million). Other large refugee groups are Iraqis, Somalis, Eritreans, Sudanese and Burmese.

In total, 532 000 refugees returned to their home countries voluntarily in 2011. This was a considerably higher number than in previous years, and represented a doubling of the number of returnees in 2010. The trend was also positive for internally displaced persons. More than 3.2 million IDPs returned home – 10 % more than in 2010. The number of those returning in 2011 included many Sudanese (from both the north and the south), Afghans, Ivorians, Iraqis and Congolese. Many received help from UNHCR to make a new start in their home countries.

The total number of IDPs fell from 27.5 to 26.4 million in 2011. The largest number of IDPs were located in Colombia, Iraq, Sudan, DR Congo and Somalia. The drop was partly due to reclassification. In 2011, South Sudan became an independent country, and so many southern Sudanese staying in the north were redefined as refugees rather than internally displaced persons.

In 2011, almost 61 000 people were resettled via UNHCR as quota refugees. This represented a drop from 73 000 in 2010. Just over 1 400 refugees came to Norway with the assistance of UNHCR, primarily from Eritrea, Afghanistan, Myanmar, Bhutan and Iran. This number also includes refugees who were in Libya when the conflict started, but who succeeded in crossing the border into Tunisia. More than half of the quota refugees resettled in Norway were women, reflecting the Norwegian Government's stated objective.

Protecting civilians in Côte d'Ivoire

The work of the International Committee of the Red Cross (ICRC) in Côte d'Ivoire was vital for the displaced civilian population in 2011. The ICRC maintained the only international presence in the country when the conflict was at its worst, although it too had very limited humanitarian access to conflict areas.

The deadlocked political situation in Côte d'Ivoire following the presidential election on 28 November 2010 caused widespread unrest and a difficult security situation in the country. The independent electoral commission pronounced opposition leader Alassane Ouattara the winner of the election. A few days later, the constitutional council declared that the sitting president, Laurent Gbagbo, had won the election. Both candidates declared themselves president on 4 December 2010, triggering political instability and violence.

The conflict between government forces and President Ouattara's "republican forces" from the north of the country displaced more than one million people within Côte d'Ivoire. More than 250 000 fled to neighbouring countries, primarily to Liberia, at the peak of the conflict in February and March.

Humanitarian access was very limited due to military activity. Violence escalated, particularly in Abidjan and western regions, including the cities of Duékoué, Danane and Man. With the exception of the ICRC, all humanitarian organisations, including UNHCR, had to evacuate the majority of their international staff. As a result, there were few international eyewitnesses to the increasing ethnic violence that occurred.

As the only independent source, the ICRC reported killings and gross human rights violations by both parties to the conflict. One example is the massacres in Duékoué, where at least 800 people were killed on 29 March. In some neighbourhoods in Abidjan, particularly Abobo, home to an estimated 2 million people, the ICRC's emergency aid operations and medical assistance were vital for civilians, and particularly the injured. Using mobile clinics, the ICRC worked intensively to bring aid to those in the greatest need across the country. During the UN flight embargo, only the ICRC flew in vital medicines.

Following the arrest of Gbagbo, the conflict in Côte d'Ivoire entered a new phase. The ICRC visited Gbagbo and other high-ranking political prisoners in prison. The ICRC engaged in dialogue with the security forces, which were loyal to President Ouattara. This helped to ensure that the forces respected the human rights of Gbagbo and other high-ranking political prisoners, and to prevent abuse during their confinement.

In the absence of a UN presence, the ICRC took a leading role in the provision of humanitarian assistance. In doing so, it performed a very important task for the international community. Norway contributed NOK 15 million to the ICRC's operations in Côte d'Ivoire.

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