

REPORT 8, 2023

Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

Country report: Ethiopia



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Preface

As the Director of the Department for Evaluation at Norad, it is with great anticipation that I introduce the culmination of our extensive evaluation of the coherence of Norwegian humanitarian, development and peace efforts in the Democratic Republic of the Congo, Ethiopia, and Lebanon.

Our journey in this evaluation began with a foundational geospatial country analysis, conducted by Devstat. This quantitative analysis set the stage for the subsequent analysis presented here, led by ADE, with a focus on implementation and policy coherence.

At the heart of our evaluation lies the exploration of the nexus between humanitarian efforts, development aid, and peace initiatives. This concept, which has gained prominence since the World Humanitarian Summit in 2016, challenges us to bridge the operational, organizational, and financial divides that have historically separated these crucial sectors. Addressing this issue is crucial as the fulfillment of humanitarian needs, development, and peace cannot be achieved without one another.

The ongoing multidimensional crises have led to a reversal in progress on human development, an increase in the number of people living in crisis-affected contexts and escalated humanitarian needs. A coherent response between humanitarian, development, and peace efforts is crucial. It ensures that the crisis-affected individuals, the rights holders, receive the necessary support to overcome the challenges they face.

In each country, the evaluation aimed to observe and analyze the real-world manifestations of this nexus, examining how these interactions unfold in practice and their implications for Norwegian development policy and the broader Norwegian development aid system.

ADE's evaluation team has addressed these questions and provides insightful analysis in this report. The insights gleaned here have the potential to inform and improve Norway's engagement not only in the DRC, Ethiopia, and Lebanon but also in other regions grappling with similar challenges.

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December 2023





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Acronyms and abbreviations

AIDS	Acquired Immunodeficiency Syndrome	UNFPA	United Nations Population Fund
CERF	Central Emergency Response Fund	UNHCR	Office of the High Commissioner for Refugees
DPG	Development Partners Group	UNICEF	United Nations Children's Fund
EHCT	Ethiopian Humanitarian Country Team	USD	United States Dollar
EHF	Ethiopia Humanitarian Fund	WASH	Water, Sanitation and Hygiene
EQ	Evaluation Question	WHO	World Health Organization
ET	Evaluation Team		
GBV	Gender-based Violence		
HDP	Humanitarian Development Peace		
HIV	Human immunodeficiency virus		
HRP	Humanitarian Response Plan		
IDP	Internally Displaced Person		
IOM	International Organization for Migration		
MoCE	Ministry of Climate and Environment		
NCA	Norwegian Church Aid		
NGO	Non-governmental organization		
NMFA	Norwegian Ministry for Foreign Affairs		
NOK	Norwegian Kroner		
Norad	Norwegian Agency for Development Cooperation		
NRC	Norwegian Refugee Council		
OHCHR	Office of the High Commissioner for Human Rights		
SRHR	Sexual and Reproductive Health and Rights		
ToR	Terms of Reference		
UN	United Nations		
UN RCO	United Nations Resident Coordinator Office		
UNDP	United Nations Development Programme,		





Executive Summary

Introduction and methodology

The Department for Evaluation of Norad commissioned ADE to conduct an independent evaluation of the interaction between Norwegian humanitarian aid, development cooperation, and peace efforts in Ethiopia. The evaluation, spanning from 2016 to 2021, focuses on implementation and policy coherence, with a specific exploration of the connection between health and peace initiatives.

The study comprises two phases: a geospatial country analysis (Phase 1) and the current implementation and policy coherence analysis (Phase 2). This report, emphasizing Phase 2, builds on insights from Phase 1. It applied a theory-based approach in line with OECD-DAC standards, primarily including a Theory of Change and a set of structured evaluation questions. The evaluation process drew its findings mainly from a review of Norwegian policy documents, and Humanitarian Development Peace (HDP)-related research literature, from remote interviews with stakeholders based in

Oslo, from an in-country mission in Lebanon from 24 to 30 August 2023, and from a survey to relevant stakeholders, both at country and global levels.

Limitations of this country report include: (i) unavailability of certain partners, partially compensated by the survey, (ii) institutional memory due to staff turnover since the end of the period under evaluation, partially compensated by project document reviews, (iii) few health and even fewer peace HDP-related interventions identified in Ethiopia, and (iv) a set-up allowing analysis at national level but not at programme level.

Conclusions

C1. There were limited consultations, information sharing and coordination between Norwegian funded partners in recent years. Prior to the COVID-19 pandemic, there were regular information sharing meetings. Coordination between the different parts of the Norwegian development administration providing funding for interventions in Ethiopia

was also less pronounced than it was before the pandemic, and has not picked up again. This led to the Embassy not always being fully abreast of what Norad was supporting in-country.

C2. Actors receiving Norwegian funding participated actively in other coordination forums in Ethiopia, both with regard to development and humanitarian interventions, and at national and relevant local level. Participation in such other coordination forums made good sense and could contribute to minimise overlaps between interventions, more so than if coordination focused on Norwegian partners only.

C3. Participation by partners receiving Norwegian funding in various relevant coordination forums allowed partners to respond quickly and in a coordinated manner. It also contributed to ensuring alignment with national development plans and the Humanitarian Response Plan (HRP). With regard to HDP Nexus interventions at national level, there was lately an initiative by the United Nations Resident Coordinator's Office (UN RCO) to further strengthen the HDP Nexus





agenda, in particular with regard to humanitarian and development interventions. Recently a national Peace Network has also been established with active participation of Norwegian funded partners.

C4. There were no Norad or Norwegian Ministry for Foreign Affairs (NMFA) guidelines on how to facilitate and operationalise projects that would span the HDP Nexus. There was no overall framework to ensure that programmes supported by Norway had joint analyses or joint outcomes. This was not conducive to promoting internal coherence between H-D-P projects.

C5. There were no specific guidelines for ensuring that interventions considered the policies on conflict sensitivity, localisation, and right-based approaches. This was reflected also in the different approaches taken by the partners receiving Norwegian funding to the implementation of the policies. Conflict analysis has been interpreted differently, also sometimes differently between NMFA and Norad. Likewise, there has been no shared understanding of what localisation was. Although right-based approaches have been applied differently by different actors, the Norwegian partners did apply common best practices such as Do-No-harm principles and did as a minimum some level of risk analysis. Actors funded by Norway have also to varying extent been working on localisation of interventions, something which might still be in its infancy due to previous restrictions on civil society organizations.

C6. There have been almost no Norwegian supported bilateral peace projects in the country – in some years no projects, and in other years only one project – it should be noted that there have been other peace-related interventions in the form of e.g. diplomatic support. There were and have, nevertheless, been interventions that did support conflict reduction even without it being a specific objective, e.g. projects that alleviated scarcity of or competition over resources such as the interventions aimed at improving natural resource management or provision of similar services to both host communities and camp residents.

C7. The Norwegian funding was flexible and provided opportunities for increased future programming of humanitarian, development and peace interventions with joint outcomes.

C8. There was no clear geographic coherence between Norwegian supported development health, peace projects and humanitarian health projects. Development health projects were implemented in generally more stable situations with continuous access, and humanitarian health projects in locations with generally more restricted access. Such spatial differences made implementing of projects with e.g. shared outcomes difficult.

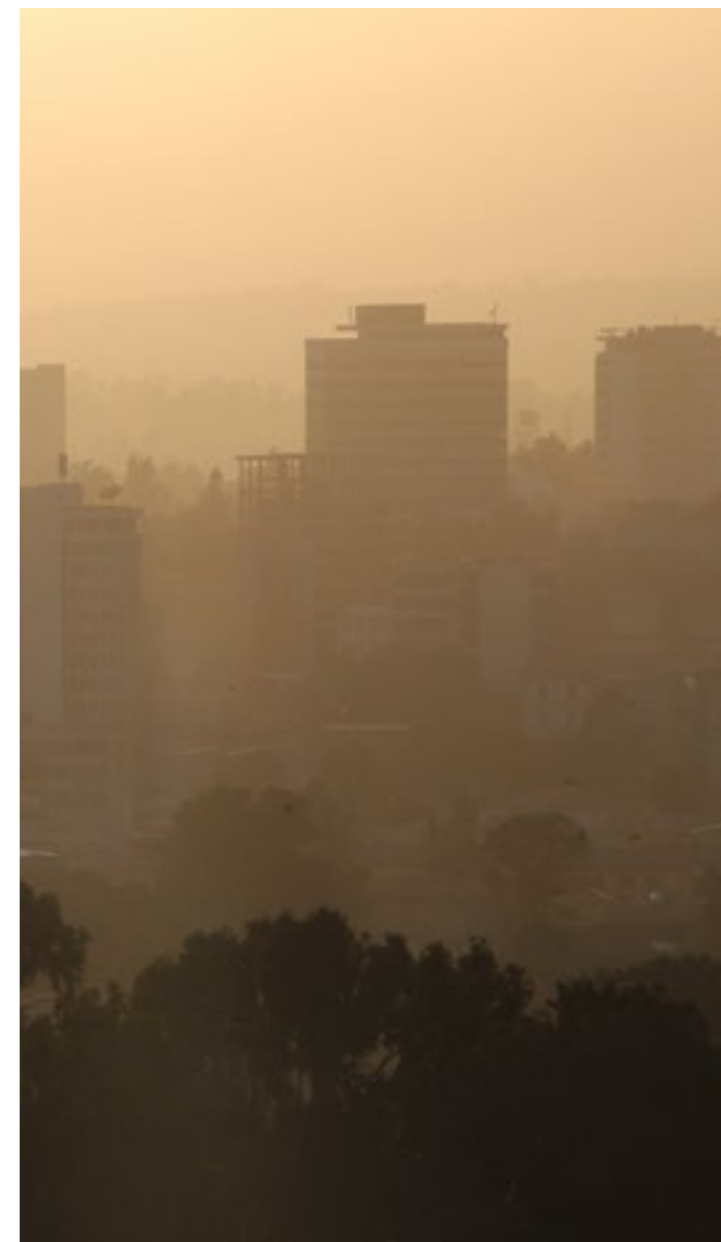


Photo: Gunnar Zachrisen | Panorama





Recommendations

Five main recommendations emerge from this country case:

R1: Norway should develop a clear policy on how projects relevant for HDP Nexus is understood and expected to be implemented, including expectations in terms of coordination between partners funded by Norway and with external actors, and participation in relevant coordination forums. The recent HDP initiative from the UN Resident Coordinator's Office provides opportunities for increased collaboration and the Embassy could participate actively. The UN RCO initiative could provide useful lessons learned to communicate to Norwegian partners.

R2: At embassy and Norad (/NMFA)-levels, efforts should be increased to support strengthened coordination and development of synergies and joint outcomes between partners implementing Norwegian assistance, if Norway wants to strengthen the HDP Nexus in its interventions.

R3: If Norway wants to further ensure implementation of interventions spanning the HDP Nexus and interventions that are conflict sensitive, supports localisation, and are rights-based, appropriate policies for this must be provided either in the form of the development of specific Norwegian policies

or in the form of references to other national or global specific policies. Examples from other donors could be used as a basis if Norway decides to develop similar policies/guidance notes.

R4: Deliberate efforts should be made to ensure spatial coherence between development/peace interventions and humanitarian interventions through facilitation of e.g. providing support to humanitarian, development, and peace interventions in the same geographical areas, allowing for development of joint outcomes together with partners.

R5: In addition to development of relevant policies, implementation of humanitarian, development and/or peace interventions should be further promoted by allocation of more resources, mainly in the form of time, dedicated to ensuring closer collaboration and establishment of synergies and joint outcomes for partners receiving Norwegian support.

The ET is aware that a recommendation for improvements to the coordination and collaboration between the embassy/NMFA and Norad might be a partly moot point considering the decision in August 2023 to let Norad be responsible for administration of emergency and humanitarian aid, and large parts of the support for the UN, which could presumably facilitate increased collaboration across the different portfolios. However, if sectoral development interventions, currently resting with Norad, remains thematic-

focused and not country-focused, and humanitarian assistance remains country-focused, which it probably will continue to be, there is a risk that less coordination may continue between development and humanitarian assistance, especially at embassy level.





1

Introduction





Objectives and scope of this Country Report

The Department for Evaluation in Norad commissioned ADE to conduct an independent assessment of the interaction between Norwegian humanitarian aid, development cooperation and peace (HDP) efforts, centred on implementation and policy coherence. It is based on three country cases: the Democratic Republic of the Congo, Ethiopia, and Lebanon.

This report relates to Ethiopia. It seeks to understand the coherence of Norway's HDP efforts in practice, within its specific national context, and over the period 2016-2021. This report is not aiming at looking at the global understanding of the HDP Nexus, but considers inherent dilemmas within HDP efforts in the country. The evaluation further puts specific emphasis on dynamics between the health and peace sectors.

While Ethiopia was a significant recipient of Norwegian funding, with around Norwegian Kroners (NOK) 3.7 billion received in 2016-2021, it was also a pilot country for the New Way of Working – as outlined in the UN Secretary General's report for the 2016 World Humanitarian Summit.



Photo: Ken Opprann





Approach and limitations

General evaluation approach

The evaluation follows a two-phased approach: a geospatial country analysis (Phase 1), already completed by Devstat, and the current phase of implementation and policy coherence analysis led by ADE (Phase 2). The geospatial country analysis, completed end of February 2023, provides a quantitative review of Norwegian aid in the three countries, focusing on interventions¹ between 2015 and 2021, and evaluating their coherence relative to each other, relative to evolving contexts, and relative to interventions through multilateral aid or by other OECD-DAC countries. The present report's primary goal is to draw on the findings from Phase 1 and complements them with a qualitative assessment, with the aim of elaborating conclusions and activable recommendations for relevant Norwegian stakeholders.

¹ 'Intervention' in this context is used interchangeably with 'project'.

The present evaluation for Phase 2 follows a theory-based approach, based on OECD-DAC guidelines, notably consisting of (i) a Theory of Change (ToC) with regard to coherence between Norwegian humanitarian, development and peace efforts (annex 4), and (ii) structuring data collection and analysis around an evaluation matrix with evaluation questions (EQs) and sub-questions, and a series of possible indicators and data collection methods. The several steps of the evaluation process were conducted as per below:

Limitations of this country report include: (i) unavailability of certain partners, partially compensated by the survey, (ii) institutional memory due to staff turnover since the end of the period under evaluation, partially compensated by project document reviews, (iii) few health and even fewer peace HDP-related interventions identified in Ethiopia (more below), and (iv) a set-up allowing analysis at national level but not at programme level.

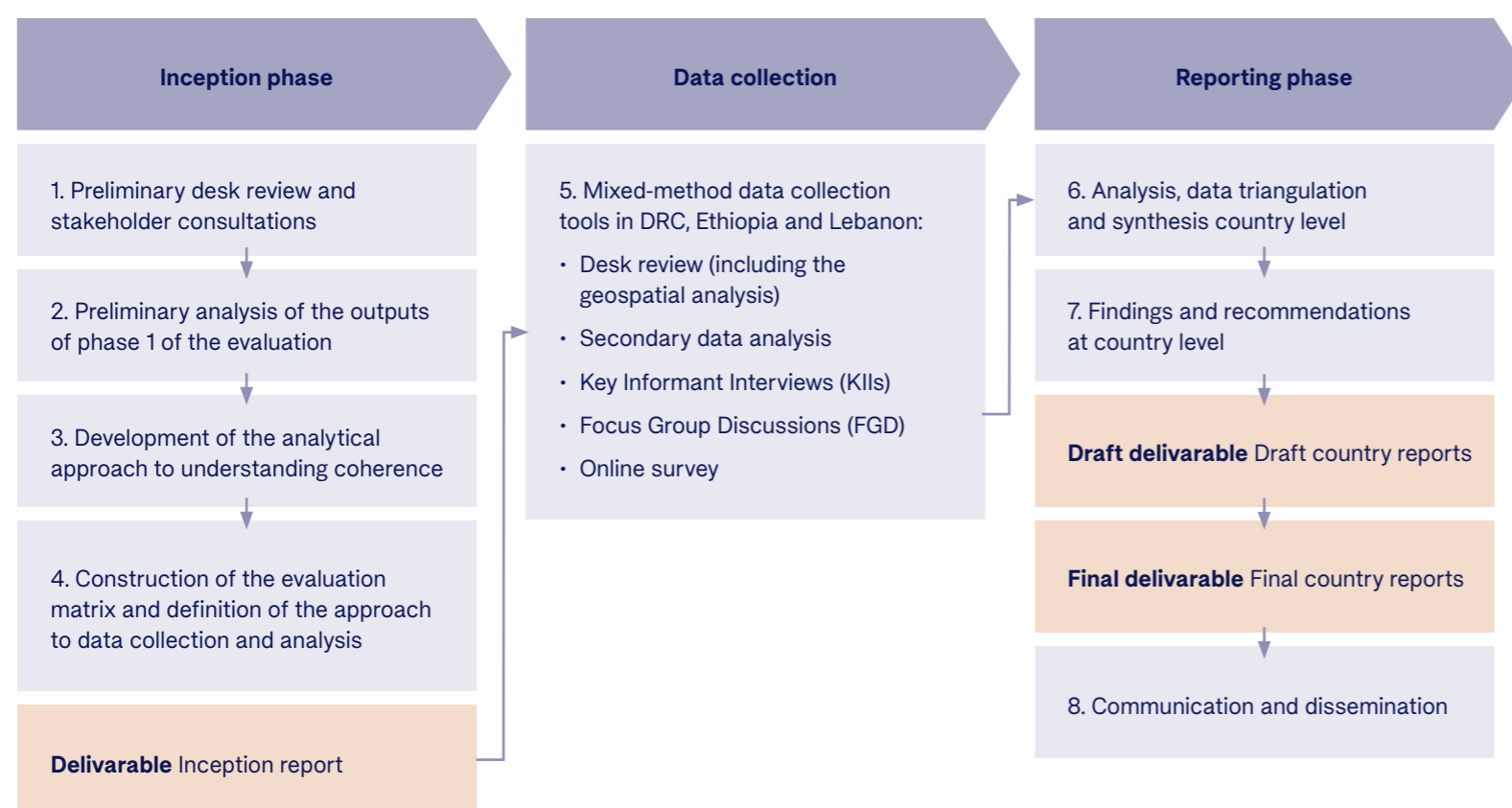


Photo: Liv Røhnebæk Bjergene





FIGURE 1
Overview of the evaluation approach



Country approach

The country approach included a

- A desk review of Norwegian policy documents, agreement and implementing partners documentation and HDP research literature.
- Remote interviews with stakeholders based in Oslo from NMFA, Norad and Agreement partners.
- A data in-country mission occurred between Monday, 4 September and Friday, 8 September 2023.

The Ethiopia case study was conducted by an international evaluation expert with strong experience in Ethiopia and a national senior evaluation expert. The data collection in-country combined interviews with key stakeholders (Embassy staff, multilateral agencies, agreement and implementing partners) and community members (annex 2). The data collection ensured engagement with local partners and community consultations. After completing the data collection, mission data gathered in-country was triangulated with findings from the document review, and a debriefing was provided to the Embassy and the Norad Department for Evaluation. Further interviews were conducted to address identified gaps after the data analysis.





2

Context





The Federal Democratic Republic of Ethiopia had a population of 123 million living on 1.1 million km² with an Gross Domestic Product per capita of United States Dollars (USD) 2.811.² In 2021, Ethiopia ranked 175th on the Human Development Index (0.498).³ Ethiopia has undergone a number of large changes in recent years with anti-government protests in 2015, and in 2018 Abiy Ahmed became prime minister on a programme of political reforms.⁴ This led to an opening up of the civic space in 2019 with a new civil society law, and Non-Governmental Organizations (NGOs) flourished and it became possible to implement e.g. peace and human rights programmes.⁵ However, internal grievances persisted and in November 2020, conflict broke out in Tigray.⁶ A peace treaty was signed in November 2022.⁷ Other regions in Ethiopia were also impacted by conflict, currently (mid-2023)

2 WBG, Data Bank, 2022 (<https://data.worldbank.org/country/ethiopia>)

3 UNDP, Human development Index, 2021 (<https://hdr.undp.org/data-center/human-development-index#/indicies/HDI>).

4 Freedom House, How Civic Mobilizations Grow in Authoritarian Contexts, 2018 (https://freedomhouse.org/sites/default/files/2022-10/FH_2022_Case_Studies-ETHIOPIA-web.pdf).

5 Several interviewees and UNESCO, Revision of Civil Societies Law, 2020 (<https://es.unesco.org/creativity/policy-monitoring-platform/revision-civil-societies-law>).

6 UN News, Reported Ethiopia massacre: UN rights chief warns of spiralling situation, war crimes, 2020 (<https://news.un.org/en/story/2020/11/1077592>).

7 UN Secretary-General, Statement attributable to the Spokesperson for the Secretary-General - on the Agreement for Lasting Peace through a Permanent Cessation of Hostilities between the Government of the Federal Democratic Republic of Ethiopia and the Tigray People's Liberation, 2022. (<https://www.un.org/sg/en/content/sg/statement/2022-11-02/statement-attributable-the-spokesperson-for-the-secretary-general-the-agreement-for-lasting-peace-through-permanent-cessation-of-hostilities-between-the-government-of>)

currently perhaps most worryingly in Amhara Region, but there were also causes for concern in other areas such as parts Oromia and other regions.⁸

Ethiopia was expected to also suffer from climate changes, especially in terms of changes in precipitation. The long-term consequences were largely uncertain, but it was expected that seasonal rainfall amounts and timings would continue to vary, resulting in both wetter and drier years leading to higher risks of flooding and drought.⁹

The many conflicts coupled with recurrent years of drought has led to, as of mid-2023, 4.6 million people being displaced, and 20 million in need of humanitarian assistance.¹⁰ Additionally, Ethiopia hosted more than 900,000 refugees from neighbouring countries.¹¹ In 2023 the UN and partners asked for USD 4 billion (a little more than NOK 40 billion) in humanitarian assistance, of which currently (September 12, 2023), only 30 %, or NOK 1.4 billion is funded.¹² The need for a multi-faceted approach to the immense humanitarian needs through implementation of HDP Nexus programmes was recognised in the 2023 HRP.¹³

8 CFR, Conflict in Ethiopia, 2023 (<https://www.cfr.org/global-conflict-tracker/conflict/conflict-ethiopia>).

9 ODI FCDO, Climate risk report for the East Africa region, 2022.

10 UN OCHA Humanitarian Response Plan Ethiopia, 2023, One informant noted that the 20 million probably is a conservative estimate.

11 UNHCR, Operational Data Portal, 2023 (<https://data.unhcr.org/en/country/eth>)

12 UNOCHA, Country summary, 2023 (<https://fts.unocha.org/countries/71/summary/2023>), (last accessed November 6, 2023).

13 UN OCHA, Humanitarian Response Plan Ethiopia, 2023.

Ethiopia was one of 12 focus countries for Norwegian development cooperation worldwide with a formal agreement on bilateral cooperation since 1995. The total Norwegian support from Ministry of Foreign Affairs during 2016-21 has been almost NOK 3.7 billion. Almost all the funding has been development funding (90%), 10% humanitarian funding, and only 0.1% (NOK 3.6 million) for peace.¹⁴

14 Own calculations based on Department for Evaluation, Norad, Report from Phase 1 of the evaluation, 2023.





3

Findings





Photo: Gunnar Zachrisen | Panorama

Implementation Coherence

EQ1

To what extent are Norwegian humanitarian, development and peace interventions coherent at the implementation level (i.e. the relationship between interventions)?

Summary of findings: There was limited current consultations and information sharing between actors receiving Norwegian funding for HDP Nexus interventions and between fundings sources. Most coordination took place with external actors through national or local coordination forums, in which Norwegian funded actors were participating actively. There was also limited evidence of collective outcomes and synergies by actors receiving Norwegian funding for humanitarian, development or peace interventions.

Due to the ban on peace programming until 2019, programming in Ethiopia mostly did not include specific peace-related objectives although they might anyhow contribute to reduce conflict due to reduced competition over resources.

The Norwegian support has been flexible and allowed for quick adjustment of projects when the context warranted so.

I.a. To what extent have there been spatial (geographic) and longitudinal (sequential) coherence in Norwegian HDP programming?

Finding 1: There was limited evidence of consultations and information sharing between actors receiving Norwegian funding for humanitarian, development or peace interventions and between fundings sources. Coordination took place outside the 'Norwegian' realm in broader national or local coordination forums.¹⁵

Interviewees informed that until COVID-19 in 2020, there used to be quarterly meetings at embassy level between Norwegian partners, allowing for sharing of information on activities – the meetings did not resume after COVID-19. Currently there were other monthly meetings with a focus on the private sector complementarity, not on HDP Nexus interventions.¹⁶

Moreover, there was a disconnect between the different Norwegian funding sources. The funding from Norad was not necessarily coordinated with the projects supported by the embassy, and interviewees repeatedly referred to the Norwegian support as siloed.¹⁷ One interviewee found that this was not unique to Norway, but that other donors were also not coordinating internally, and some of the donors interviewed also stated that they were not always

¹⁵ Main findings of this evaluation are numbered. The paragraph(s) which follow each finding provide the argumentation.

¹⁶ Key informant interviews.

¹⁷ Key informant interviews and survey respondent.





coordinating internally. Other donors do have policies for how to implement HDP Nexus programmes, see e.g. Denmark's approach¹⁸ or SIDA's guidance note¹⁹.

Norwegian partners, however, did coordinate interventions through non-Norwegian national or local technical work groups (development assistance) and clusters (humanitarian assistance). Both types of groups were aimed at assisting in setting the overall parameters for support in Ethiopia, including reducing gaps in e.g. humanitarian support, setting standards, etc. Recently a peace network has been established to deliberate on peace efforts, which some Norwegian partners were also participating in – but established after the timeframe for this evaluation.²⁰ These forums were also typically used for ensuring spatial coordination among all actors in the country. Participation in these forums and coordination efforts (clusters, work groups, etc) coupled with flexible funding that could relatively easily be adjusted allowed for a quick response when the context change for all actors in Ethiopia.²¹

18 Denmark MFA, Securing coherence between humanitarian aid, development cooperation and peacebuilding (the HDP nexus), 2022 (<https://amg.um.dk/-/media/country-sites/amg-en/policies-and-strategies/how-to-notes-implementation-of-danish-strategy/11-approach-securing-the-coherence-between-humanitarian-aid-development-cooperation-and-peacebuildi.ashx>).

19 Sida, Humanitarian-Development-Peace Nexus, 2020 (<https://cdn.sida.se/publications/files/sida62325en-humanitarian-development-peace-nexus.pdf>).

20 Key informant interviews.

21 Key informant interviews.

Finding 2: There was limited evidence of coordination or operational synergies between recipients of Norwegian assistance. Evidence was scarce of regular consultations between different Norwegian partners or of joint analysis of e.g. conflicts that would allow for identification of operational synergies, either operational or geographic.²² Interviewees did, however, state that Norad and the Embassy has been good at stimulating the establishment of consortiums in Ethiopia, with currently three Norwegian consortiums on operational. Previous programmes²³ confirmed that even though working as consortium proved to be a positive experience, synergies could have been better exploited.

Norwegian partners in Ethiopia acknowledged that increased Norwegian coordination would require additional human resources, perhaps at embassy level, that were not readily available. Some of the other donors mentioned that they did have regular meetings with all partners where opportunities for collaboration can be fleshed out.

22 Surprisingly, 14 out of 28 respondents to the survey agreed or strongly agreed that "Humanitarian, Development, and Peace programmes funded by Norway and by non-Norwegian actors share a common analysis around drivers of conflict and fragility." There is no good explanation for this, except if respondents have answered based on them sharing internally their own organization's internal analysis. Disaggregated data reveals higher agreement among respondents at the national level (64%) compared to those in Norway (43%)

23 ETH-17/007 and ETH-16/011 programmes

The UN RCO has initiated an initiative to foster increased programming of projects covering humanitarian, development and/or peace interventions programme. Collaboration could possibly be facilitated through this initiative.

Finding 3: There was limited evidence of current collective outcomes and synergies by actors receiving Norwegian funding for humanitarian, development or peace interventions. Projects were mostly missing out on the Peace component.

Several interviewees indicated that Norway in the past was instrumental in establishing consortiums between some of the major Norwegian partners. Such consortiums would work towards collective outcomes and utilise synergies. However, lately there has not been any Norwegian consortiums.²⁴ That is not to say the Norwegian partners were not participating in other consortiums or joint programmes when relevant. One could argue that the most effective consortiums/joint programmes were when there are common and obvious interests in collaboration due to complementary approaches/mandates or geographical congruence – having the same donor (Norway), would not necessarily be sufficient reason for forming consortiums or developing joint programmes.

24 Key informant interviews.





The evaluation team (ET) has identified only one current example of joint programming funded by Norway, a UN Fund for Population Activities (UNFPA)/ UN International Children's Emergency Fund (UNICEF) joint programme on rights-based approaches to youth and adolescent development in towns – in the joint programme the partners work towards the same objectives but have separate contracts.²⁵ The project was not defined as a HDP Nexus project by the implementors, among other reasons because it was designed as a longer-term development programme and was focusing on urban areas only, not areas with humanitarian needs.²⁶ Details on phase III of the project is included in Box 1. The survey also showed that only six out of 28 respondents agreed that Norwegian projects are often jointly implemented²⁷.

25 UNICEF and UNFPA, A Rights-Based Approach to Adolescent and Youth Development in Ethiopia - Joint Programme Phase-III (2018–2021) Progress Report, 2022.

26 Key informant interviews.

27 Disaggregated data indicates an increase in agreement rates corresponding to proximity to the implementation areas and final right-holders, with no respondent among the ones working in Norway agreeing or strongly agreeing on this statement, 29% at the national level, and 67% at the subnational level.

BOX 1

Norwegian funded UNFPA/UNICEF Joint Programme overview

Phase III of the joint programme was implemented from 2018 to 2021 in 20 towns nationwide with a purpose to build the capacity of the most vulnerable adolescents and youth through provision of information and services on Sexual and Reproductive Health and Rights (SRHR), HIV/AIDS (Human Immunodeficiency Virus / Acquired Immunodeficiency Syndrome), violence and harmful traditional practices information and services. The programme also strengthened duty bearers such as government bureaus and ministries, youth-led organizations, parents, and communities. The end-of-programme evaluation found that it was relevant and effective, including in the use of a rights-based approach. Most outputs were achieved to some degree, but no data is available at outcome level.

Source: "End Term Evaluation of UNICEF & UNFPA Joint Programme III: A Rights-based Approach to Adolescent and Youth Development in Ethiopia – Final Report", unknown author, November 2022.

As described above, one of the constraints to implementing projects covering humanitarian, development and/or peace interventions was the siloing of funding sources. Furthermore, interviewees described how humanitarian interventions were taking place where there were humanitarian needs, often, as least in recent years, in locations where access was restricted. Development programmes were typically implemented in more stable locations with continuous access. The 2023 geospatial analysis did show that developmental health interventions were scattered throughout the country, whereas humanitarian interventions, unsurprisingly, focused on locations with humanitarian needs.²⁸ Such spatial differences between humanitarian and development interventions did not allow for implementation of projects covering humanitarian, development and/or peace interventions. Furthermore, explicit peace-related programming only became possible in 2019, after which it took time to build the capacity to do so, and to incorporate it into relevant programming (see also item 2 above and item below on restrictions on peace-related programming). Interviewees indeed described the Norwegian currently funding structure as siloed with insufficient human resources to ensure a holistic approach.²⁹

28 Department for Evaluation, Norad, Report from Phase 1 of the evaluation, 2023.

29 Key informant interviews and survey respondent.





One donor informed the ET that with the aim of increasing programming covering humanitarian, development, and peace interventions, the geographic location of their future development programming would include considerations as to where humanitarian needs/support were high.

Data from the survey gave a rather mixed message on this dimension, as respondents that expressed an opinion on Ethiopia have a rather satisfactory view (16 out of 28 agreed or strongly agreed) on Norway working towards common outcomes³⁰, while only 11 out of 27 respondents for Ethiopia find that there are complementary strategies³¹. The positive view on the work towards common outcomes somewhat contradicts the above and was most likely more general observations as to the extent Norway works towards common outcomes at national level such as alignment with national strategies or efforts by the UN or groups of donors to have a common strategy and approach than how Norwegian partners among themselves have shared outcomes and strategies for their interventions.

³⁰ "Humanitarian, Development, Peace programmes funded by Norway actors work towards common outcomes". Disaggregated data indicates an increase in agreement rates corresponding to proximity to the implementation areas and final right-holders, with 40% of the respondents working in Norway agreeing or strongly agreeing with this statement, 60% at the national level, and 100% at the subnational level.

³¹ "Humanitarian, Development, Peace programmes funded by Norway actors operate under complementary strategies." Disaggregated data indicates a higher agreement rate among individuals involved in the humanitarian field (69%) compared to those working in the development and peace sector, which is respectively, 39% and 40%.

Finding 4: Some Norwegian supported interventions assisted in reducing conflict albeit not with specific peace-related objectives. With regard to peace interventions, it was, as described earlier, not possible to directly address peace-issues in programmes before 2019. This contributed to explain why there was limited evidence of direct efforts to address peacebuilding, at most there would be double Nexus programmes. The geospatial analysis showed that there was only one peace interventions in each of the years 2016 to 2018, and one in 2021 and that in most of these four years, the peace intervention was implemented in a region (Gambella) where there were no Norwegian development interventions.³² One organization acknowledged that only very recently have they initiated work in integrating peace efforts into other parts of their work.

Bar one Norwegian partner, see below, the evaluation team has not identified other ongoing Norwegian supported interventions that have specific peace-related objectives. In this regard it should be noted that working on peace-related issues was not allowed by the Government of Ethiopia prior to 2019, and that it took time to build up the necessary capacity. There was likely to be some delay in getting such project off the ground as the sourcing of funding for such initiatives needs to be in place before activities can commence. Although outside the

³² Department for Evaluation, Norad, Report from Phase 1 of the evaluation, 2023.

timeframe of the evaluation, there has recently been some momentum with regard to peace programming in Ethiopia insofar as a National Peace Network has recently been established. At least two recipients of Norwegian funding were reported to be participating in the network.

There were, however, interventions that indirectly addressed conflict, and eventually would contribute to reduce conflict although peace or conflict reduction was not a specific objective. This was the case for interventions that ensured that host communities and residents in camps, be it Internally Displaced Persons (IDPs) or refugees, could access similar levels of services; the absence of which could lead to conflict.³³ Interventions that aimed at improving management of natural resources also reportedly contributed to reduce conflict. This included projects that focus on natural resource management or climate adaptation, as competition over scarce resources could fuel conflict. One example of this was a project in the Bale Mountains visited during the field mission - funded by the Norwegian Ministry of Climate and Environment. The project provided an example of how a climate adaptation project could contribute to reduce conflict and was building on lessons learned from a previous project, also funded by Norway, realising that the natural resources in Bale Mountains were of importance to not only the

³³ Key informant interviews.





farmers in the highlands, but also to the pastoralists in the lowlands who would use the same resources, potentially creating tensions. The new phase therefore tried to address also the interests of the population of the low lands, helping to reduce dispute. More details on the project are provided in box 2.

BOX 2

Reduction of natural resource related conflicts

The ongoing Forests for Sustainable Development Programme funded by the Norwegian Ministry of Climate and Environment and implemented by Farm Africa built on a previous 2012-21 Norwegian funded project in the Bale Mountains aimed at reducing emissions from deforestation and forest degradation. Lessons learned from the 2012-21 project showed that it enhanced the livelihoods and resilience of people in the highlands as deforestation was reduced. It also showed that forest management cannot be done only from the perspective of the adjacent communities, when others living in the lowlands, often in more arid and harsh climates and landscapes, can encroach on the protected (and improved) forest areas. This was likely to cause conflict and eventually erode some of the gains made by the project.

The new project has therefore been expanded to include the population also in the low lands and aimed at ensuring a common understanding of the use of resources. The project has also been able to provide relevant support during the recent droughts. The project also established a community-level conflict resolution mechanisms committee. The project builds on participation of right-holders and has increased the awareness of the people's rights. The ET found that the project, even though did not include conflict-related objectives or outcomes, contributed to reduce conflict over national resources and build the resilience to future shocks.

Sources:

- "Making forests sustainable - Lessons learnt from the bale eco-region redd+ phase ii project, Ethiopia", Farm Africa, undated.
- "Forests for Sustainable Development Programme - Annual Progress Report, Reporting Period: 01 April 2022 – 31 Dec 2022" Farm Africa, March 6, 2022.
- Key Informant Interviews.
- Interview with project stakeholders.
- Site visit.





I.b. To what extent (and eventually how) do humanitarian, development and peace interventions combine to respond to contextual changes?

Finding 6: Partners and the NMFA, Norad and the Ministry of Climate and Environment (MoCE) were flexible and quick to allow for justified changes to projects. More humanitarian assistance was for instance allocated to Tigray when the conflict broke out. All Norwegian partners agreed that Norway was a flexible donor, regardless of if funding was from NMFA, Norad, or MoCE. This flexibility was utilised when there was an emergency where funding upon requests from partners was allowed by Norway to be reallocated to other geographical areas based on partner's monitoring of the contexts, including to areas where the needs were higher, or away from areas where insecurity did not allow for continuation of work. There were also instances when development support was used for medium-term temporary measures aimed at alleviating e.g. consequences of drought.³⁴ Request for changes of course had to be accompanied by justifications, and the presence of the embassy, well-versed with the projects, locations, and general context due to frequent field visits, were found to facilitate the approval process.³⁵ The adjustments meant that some development

³⁴ 'Joint Norwegian emergency response – saving lives and protecting livelihoods in Ethiopia', Programme outline, 2016

³⁵ Key informant interviews.

interventions shifted to if not humanitarian assistance, then to support to more basic short-term interventions such as e.g. provision of basic agricultural inputs rather than to training, market access, etc. No instances of a complete shift from humanitarian to development support, or vice versa was identified.

At the country level, an analysis of the overall trends in the annual Norwegian development and humanitarian support to Ethiopia also showed a significant increase in humanitarian assistance³⁶ to Ethiopia in 2021, corresponding with the outbreak of the conflict in Tigray in late 2020 (see also figure 2)³⁷. The geospatial analysis showed that development health interventions in Tigray decreased from 2020 to 2021 at the same time as humanitarian health increased in Tigray.³⁸ There was a total increase of NOK 147 million in overall humanitarian aid – from NOK 43 million to NOK 190 million – from 2020 to 2021. In 2020 only NOK 10 million was marked as for humanitarian health in or related to Tigray, which increased to NOK 63 million in 2021. Additionally, other assistance in other parts might also have had linkages to the Tigray conflict, supporting e.g.

³⁶ In 2021, Norway channelled NOK 190 million to humanitarian activities in Ethiopia, while its funding to humanitarian activities from 2015 to 2020 amounted NOK to 239M. In 2021, Norway was the 4th largest donor to humanitarian activities (Mid-term Review of the Norwegian Humanitarian Strategy and Strategic Partnership Model, 2022).

³⁷ Own calculations based on Department for Evaluation, Norad, Report from Phase 1 of the evaluation, 2023.

³⁸ Department for Evaluation, Norad, Report from Phase 1 of the evaluation, 2023.

IDPs from Tigray. Details of some of the additional support to Tigray are available online in the form of press releases and annual review reports, stating that Norway provides additional funding to e.g. the Red Cross, Norwegian NGOs and UN organizations.³⁹

Based on the data available it looks as if the smaller (between NOK 5-10 million total annually) longer-term development (non-health) projects continued also after the conflict had started, but some of them were targeting other regions as well, potentially allowing them to shift focus to these regions.⁴⁰

³⁹ See e.g. <https://reliefweb.int/report/ethiopia/norway-increases-support-civilians-fleeing-tigray> on Norway adding NOK 27 million to the humanitarian response to the Tigray crisis and an additional NOK 20 as per <https://reliefweb.int/report/ethiopia/increasing-support-combat-hunger-crisis-tigray>. Norwegian Church Aid also reported details of their response on the 2021 Annual Review: <https://www.kirkensnodhjelp.no/contentassets/94042f4342b5450cb61423453f96819d/nca-annual-review-2021-medium-size.pdf>

⁴⁰ No additional information was available or collected on this.





I.c. To what extent (and eventually how) have these efforts been coordinated with those of other actors (e.g. other OECD DAC countries, national government, multilateral actors)?

Finding 5: Norwegian funded actors and the Embassy of Norway were participating in relevant development or humanitarian coordination forums and in some cases had prominent positions. At embassy level, Norway was participating in relevant coordination forums. This participation was confirmed by other donors, and included participation in the Development Partners Group (DPG) as part of the HDP forum. The HDP forum was a recent initiative by the UN RCO to bring humanitarian partners – in the form of the Ethiopian Humanitarian Country Team (EHCT) – and the development partners – in the form of the DPG. Norway has participated in the initial meetings, although as said by some interviewees, not yet in a very active capacity. The initiative fell outside the scope of this evaluation, but was mentioned as it could be relevant when going forward. The survey confirmed that Norway as a donor was sharing information with external non-Norwegian during both planning⁴¹

41 14 survey respondents out of 22 that expressed an opinion agreed or strongly agreed with the following statement: "When planning Humanitarian, Development and Peace interventions, Norway as a donor actively engages in regular and structured information sharing with non-Norwegian actors." Disaggregated data indicates that 100% of respondents working in the humanitarian field agreed with this statement, while those in the development and peace sector have agreement rates of 67% and 60% respectively.

and implementation⁴² of HDP Nexus interventions.

Norway was also supporting a more holistic and strategic approach to provision of humanitarian assistance through its NOK 55 million support to the Ethiopia Humanitarian Fund (EHF), the UN's pooled fund where unearmarked donor contributions are pooled in a single fund from which disbursements are made based on strategic decisions in support of the Humanitarian Response Plan (HRP).⁴³ As the EHF is a pooled fund usually with un-earmarked contribution, such support is by default coordinated with other donors. More generally, between 2016 and 2021 Norway registered more than NOK 600 million to projects in the annual HRPs. Projects in the HRP are coordinated through the cluster systems.⁴⁴

More broadly, Norway provided NOK 691 million during the 2016-2021 evaluation period to multilateral organizations for projects / support specific to

42 15 survey respondents out of 23 that expressed an opinion agreed or strongly agreed with the following statement: "When implementing Humanitarian, Development and Peace interventions, Norway as a donor actively engages in regular and structured information sharing with non-Norwegian actors." Disaggregated data indicates that 100% of respondents working in the humanitarian field agreed with this statement, while those in the development and peace sector have agreement rates of 63% and 50% respectively.

43 UN OCHA, About the Ethiopia Humanitarian Fund, 2022 (<https://www.unocha.org/ethiopia/about-ethiopia-humanitarian-fund>) and UN CRISIS RELIEF, Ethiopia Humanitarian Fund (<https://crisisrelief.un.org/t/ethiopia>)

44 https://fts.unocha.org/countries/71/donors/2016?order=total_funding&sort=desc.

Ethiopia.⁴⁵ Two thirds of this (67,5% or NOK 466 million) was provided to the UN family; a third went to the World Bank Group (NOK 208 million to WB/IDA and NOK 16 million to IFC); a few other multilaterals represented together less than 1%. The largest UN recipient entities were UNICEF with NOK 140 million and UNPFA with NOK 91 million (noting that funding for the joint UNICEF/UNPFA project, described in box 1, is split between both entities), followed by UNOCHA with NOK 60 million (including notably the above-mentioned EHF), and WFP with NOK 50 million. These UN entities are all part of the humanitarian coordination system, in fact UNICEF and WFP are both cluster leads (WASH, Education, Nutrition, Food Security and Logistics) and UNPFA is sub-cluster lead (Gender-Based Violence). Through the clusters, interventions by these UN entities are coordinated with other actors, including with other multilateral organizations. Other UN entities directly supported by Norway in Ethiopia include UNDP, IOM, UN Women, WHO, UNHCR, GGGI⁴⁶, and UNV.

45 Department for Evaluation, Norad, Norwegian development assistance to Ethiopia 2015-2021 database

46 included in the UN family in the analysis.





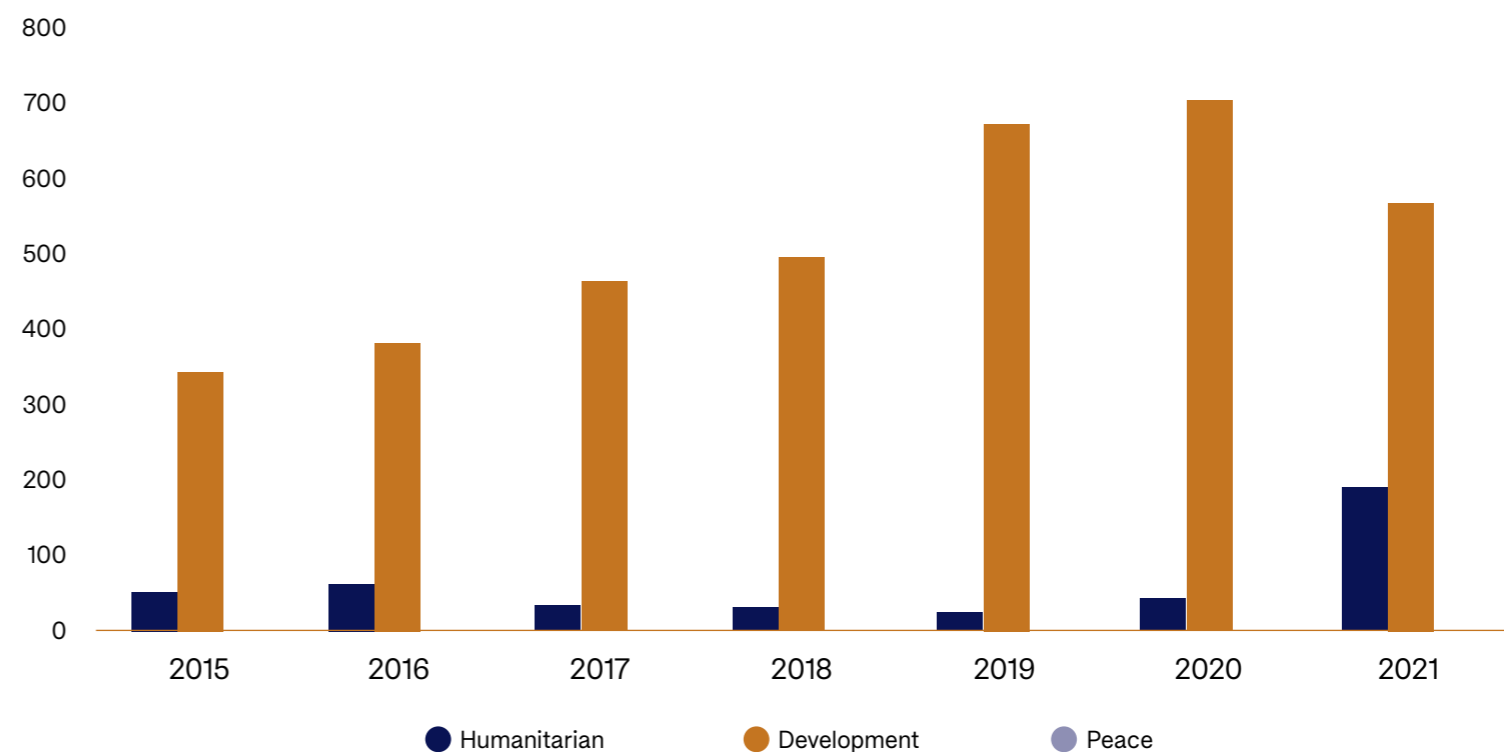
In addition to the funding provided by Norway to multilateral organizations for projects and support in Ethiopia, Norway also provided core support to multilateral organizations, globally. Some of this support is likely to have been spent also in Ethiopia. In terms of amounts, Norway's core funding to multilateral organizations during the 2016-2021 evaluation period represented NOK 54.5 billion globally.⁴⁷

A review of various documents and discussions held with partners show that recipients of Norwegian support were active in relevant coordination forums. For humanitarian interventions, this was mainly the relevant clusters, one partner being a member of almost all of them, and several partners being a member of more than one cluster. Different Norwegian partners were or have also reportedly been members of the EHCT over the years.

Norwegian partners were also represented in various forums related to development, e.g. technical working groups. At least two Norwegian partners were also participating in the recently established Peace Network, one as co-chair.⁴⁸

FIGURE 2:

Disbursement by Norway to Humanitarian, Development and Peace projects in Ethiopia (in mill NOK)



Source: DevStat, Geospatial analysis, 2023

⁴⁷ Norwegian Development Aid (Norad).

⁴⁸ Key informant interviews.





Policy Coherence

EQ2

To what extent are Norway's humanitarian, development, and peace interventions coherent at the policy level (i.e., the relationship between interventions and Norway's normative commitments)?

Summary of findings: Conflict analyses were conducted in some interventions, others were analysing conflicts as part of their risk assessments. Norwegian partners apply Do-No-Harm approaches. There was no NMFA/Norad guidance tool on conflict sensitivity.

Working on localisation has become easier with the improved civic space since 2018, and Norwegian partners were working with localisation to varying degrees. There was no NMFA/Norad guidance tool on localisation.

Norwegian partners were using elements of rights-based approaches with interventions targeting some of the most vulnerable, and accountability, transparency and participation are ensured. There was no NMFA/Norad guidance tool on right-based approaches.⁴⁹

⁴⁹ On this topic, the Mid-term Evaluation of the Norwegian Humanitarian Strategy and Strategic Partnership Model (2023) also recommended "preparing a guidance note to clarify key concepts, given that terms such as 'integrated approach', 'coordination', 'Nexus' and 'durable solutions' carry diverse meanings". This somewhat confirmed the ET's observation that (i) there is a lack of NMFA/Norad guidance on key Nexus-related concepts, and that (ii) this guidance is needed. Although this finding mainly applies at global level, it is in line with what the ET observed in Ethiopia.

II.a. To what extent (and eventually how) are Norway's humanitarian, development, and peace interventions consistent with its commitment to conflict sensitivity?

Finding 7: Some Norwegian partners conducted conflict analysis, others include risk assessments that had some analysis of potential conflicts, and ensured interventions applied Do-No-Harm approaches. There was no NMFA/Norad guidance tool on conflict sensitivity. Interventions did implicit address drivers of conflict. Norwegian partners stated they did include conflict analysis in their proposals.⁵⁰ However, when prompted for more details as to if it included analysis of root causes and drivers of conflict and other common elements such as connectors and dividers of more comprehensive conflict analysis⁵¹, it was revealed that the conflict analyses might in some instances more closely assemble risk assessments. These were typically focusing more on the risks that conflicts posed to the interventions rather than a basis for a comprehensive approach as to how the interventions might

⁵⁰ Key informant interviews.

⁵¹ There is no standard methodology for conducting risk analysis. An overview of tools can be found on: Governance and Social Development Resource Centre (GSDRC), Conflict analysis tools, 2022 (<https://gsdrc.org/topic-guides/conflict-analysis/conflict-analysis-tools/>) (last accessed on September 22).





meaningfully address causes of the conflicts. A review of documents made available to the ET also points to few conflict analyses having been conducted. Only three project documents available to the ET mentioned that conflict analysis would be conducted.⁵² The ET did not find any evidence that conflict analysis was a requirement from Norad or NMFA.

That is not to say that the Norwegian partners did not consider potential conflict in their interventions. The actors do apply Do-No-Harm approaches, and a common cited example was to ensure similar levels of service provision to both host communities and camp residents (be it IDPs or refugees). It was also argued by interviewees that any programme addressing climate change and increase in scarce resources would assist in alleviating conflicts. See also box 2 for an example. The survey confirmed the limited use of meaningful conflict analysis by Norwegian partners in Ethiopia, as out of 23 respondents that expressed an opinion, only 4 found that conflict analysis did inform conflict-sensitive action.

⁵² These three project documents are the application grants for the projects NCA, Strengthening the Capacity of Religious Institutions in Peace Building and Conflict Transformation, 2014), NCA, Contributing to peaceful coexistence in Ethiopia, 2021, and NCA/NRC/Utviklingsfondet, Joint Norwegian Emergency and Recovery Response for Saving Ethiopian Lives and Livelihood (JNERR-phase III)", 2018. The latter mentioned for instance that NCA will perform a "full-fledged" conflict analysis, notably through the listing of 'connectors' and 'dividers' for Nexus programmes to be implemented in Tigray. We note hereby that the study did not focus on individual projects and that there may in fact be additional examples.

II.b. To what extent (and eventually how) are Norway's humanitarian, development, and peace efforts consistent with Norway's commitments to the localisation agenda?

Finding 8: Most Norwegian funded actors worked with localisation to varying degrees, especially since opening up of the civic space after 2018. There was no shared definition of localisation nor any NMFA/Norad guidance tool on locations.

Most interviewees reported that they have partnerships with local actors as part of localisation efforts - this was also supported by findings from the survey in which only 4 out of 25 respondents to the survey in Ethiopia stated that Norwegian programmes to a very little extent supported elements of localisation.⁵³ The geospatial analysis showed that humanitarian interventions funded by Norway were almost exclusively implemented only by multilateral institutions or Norwegian NGOs, with a few other (not local) NGOs also implementing in 2020 and 2021. The very few peace interventions were all implemented by local NGOs. On the other hand, around half of the development interventions were implemented by local NGOs.

Some of these partnerships were more profound than others, and some partners have dedicated

⁵³ "To what degree does Norwegian programming prioritise local participation, emphasize local leadership, and seek local feedback?". No significant trend was observable when disaggregating these responses by sub-groups.

funds for developing the capacity of local partners, although not necessarily Norwegian funds.⁵⁴ Some Norwegian partners saw development of the capacity of national partners as a top priority while others in some instances mainly used local partners to implement interventions where the Norwegian partners either did not have access or did not have the required technical expertise.

This was generally not different than in most other context, but the civic space in Ethiopia was very restricted until 2018 and there were limits on the type of activities civil society could engage in, e.g. advocacy efforts was a risk undertaking and certain topics such as gender should be handled with care. This civic space now appeared to be shrinking again.⁵⁵

There was no evidence of a joint understanding of localisation, which also applied to most other contexts, meaning that localisation was understood and applied differently by different organization and by different donors - some considered localisation mainly a matter of transferring funds, others emphasized capacity development, including allocation of resources for this, and for some it was about participation and leadership. Such lack of common understanding made precise assessments of localisation efforts challenging. The ET has not been able to identify any guidance documents on localisation from Norad/NMFA.

⁵⁴ Key informant interviews.

⁵⁵ Key informant interviews.





There might also be an uneven approach to localisation within NMFA/Norad/Embassy as respondents to the survey either stated that the extent to which there was a common NMFA/Norad/Embassy approach to localisation ranged from 7 out of 28 respondents to the survey in Ethiopia stating that it was very little, 7 respondents that it was moderate and 4 that it was high, and the remaining 10 did not know the extent (which could be an indication of confirmation of the absence of a common approach).⁵⁶

II.c. To what extent (and eventually how) are Norway's humanitarian, development, and peace efforts attuned to rights-based approaches, especially in connection to accountability, transparency, voice and participation, and non-discrimination?

Finding 9: Various elements of rights-based approaches were used by Norwegian funded actors to varying degrees. Interventions were targeting some of the most vulnerable with a view to ensure accountability, transparency and participation. There was no NMFA/Norad guidance tool on the use of rights-based approaches. The recipients met during the field mission were using some elements of rights-based approaches with some Norwegian partners having elaborate guidelines for human-rights based programming, including the

⁵⁶ When disaggregating data by sub-groups of respondents on these questions, no significant trend was observable.



Photo: **Per Kr. Lunden** | Sørvis Kommunikasjon AS





Photo: Ken Opprann

use of human-rights based assessments during both planning and implementation of interventions.⁵⁷ This included e.g. complaint mechanisms to assist with ensuring accountability to right-holders and also examples of changes to programme approaches due to feedback from right-holders - see box 2 for an example. One actor supported by Norway had the perhaps most extensive use of a human-rights based approach insofar as they did not define right-holders, but only rights-holders and duty-bearers.⁵⁸

Some actors had a very high degree of participation of right-holders, while some deliberately were targeting some of the most vulnerable groups, e.g. orphans, the displaced, single mothers, unemployed youth, etc.⁵⁹ 26 out of 28 respondents to the survey in Ethiopia also stated that Norwegian funded interventions to moderate, very much, or completely extent incorporate experiences of some of the most vulnerable⁶⁰, and 26 out of 28 respondents

57 Key informant interviews and e.g. UNICEF, UNICEF's Human Rights Based Approach to Programming or UNFPA, Guidance Note for Applying a Human Rights-Based Approach to Programming in UNFPA ,2020 (<https://www.unfpa.org/featured-publication/guidance-note-applying-HRBA-programming-unfpa>).

58 Key informant interviews.

59 Key informant interviews and document reviews.

60 "To what extent do Humanitarian, Development and Peace programmes funded by Norway incorporate the experiences of women and minority groups (youth, disabled, religious, ethnic)?" Disaggregated data indicates a correlation between positive view of the respondents and their proximity to implementation areas. Indeed, 30% of the respondents working in Norway answered "very much" or "completely", while they were 67% at the national level, and 100% at the subnational level.

reported that Norwegian interventions were informed by the local capacities and perspectives⁶¹. All interviewees confirmed non-discrimination of right-holders and 23 out of 27 respondents stated that Norwegian interventions to moderately, very much, or completely supported local partners to "adhere to inclusion and equity in assessing services".⁶²

61 "How often do implementers of Humanitarian, Development and Peace programmes funded by Norway engage local communities and leaders in programme delivery?" Disaggregated data indicates a similar correlation than in footnote 58, with 40% of the respondents working in Norway answering "always" or "often", and 93% at the national level.

62 "To what extent do Humanitarian, Development and Peace programmes funded by Norway offer support for and oversight of local partners to adhere to inclusion and equity in accessing services?" Disaggregated data indicates a similar correlation than in footnote 58, with 11% of the respondents working in Norway answering "very much" or "completely", and 67% at the national level.





Implementation and policy coherence at sector level: Health and Peace

EQ3

To what extent has Norway's funding promoted equitable access to resilient health services (physical and mental health) for vulnerable and/or conflict affected communities?

Summary of findings: Norway has provided more than NOK half a billion in support to the health sector in Ethiopia, of which almost two thirds was development funding. The support has contributed to develop the capacity of the health sector at all levels and has directly supported the vulnerable and conflict-affected populations, including pastoral/agropastoral communities.

Finding 10: Norway channelled significant funding to the health sector in Ethiopia during 2016-2021, amounting to NOK 549 million (representing 15% of the overall Norwegian support to Ethiopia 2016-2021). Some of the support has contributed to alleviate conflict between e.g. host communities and camp populations. Using the methodology in the geospatial report and Norad's database on support provided to Ethiopia from 2016 to 2021 Norway provided a total of NOK 549 million to development and humanitarian health.⁶³ Of this, NOK 347 million were for development health and NOK 202 million to emergency relief, including health.⁶⁴

The bulk (NOK 173 million) of the Norwegian funding specifically dedicated to development health sector was channelled to Sexually transmitted diseases and HIV/AIDS control. Of this amount, a significant share (amounting NOK 167 million) was provided to the joint UNICEF/UNFPA programme on fighting HIV/AIDS (described in more details in Box 1) and the remaining NOK 6 million funded projects implemented by three smaller NGOs on HIV/AIDS.

Other development health funding was utilised for medical research, including training of health staff at hospital and lower levels through the Peace Corps personnel exchange, the private sector, and the Norwegian Lutheran Mission.

Finally, Norway funded projects in support to reproductive health and family planning (NOK 7,2 million), basic and primary health care programmes (amounting NOK 3,2 million), notably providing support to Gender-based Violence victims, maternal care, and improvements of livelihoods and health of pastoral/agropastoral communities (NOK 1,1 million), as well as other projects on reconstructive surgery, endoscopy, work ethics and financial management (NOK 700.000). These interventions were in most cases implemented by Norwegian partners, including Norwegian Refugee Council (NRC), Norwegian Church Aid (NCA) and other Norwegian NGOs with local activities in Ethiopia.

⁶³ The geospatial report analysed projects based on DAC codes as per the following list (121, 122, 130, 120, 123, 15180 and 16050 for Development Health / 72010, 72011 and 72050 for Humanitarian health). In Ethiopia, Norway funded programmes to the sectors 121, 122, 130, 15180, and 72010.

⁶⁴ It should be noted that what has been categorised as humanitarian health is the DAC code 72010 - "Material relief assistance and services", covering also most other emergency sectors except food assistance.





TABLE 1

Norwegian funding per health-related DAC sectors

DAC Sector	Amount (NOK million)
12181 - Medical education and training for tertiary level services.	-0.65 (funds were returned)
12182 - General medical research (excluding basic health research)	40.8
12191 - Laboratories, specialised clinics and hospitals	7.6
12220 - Basic and primary health care programmes	3.2
12261 - Information, education and training of the population for improving health knowledge and practices; public health and awareness campaigns; hygiene promotion	0.12
12264 - COVID-19 control	10
12281 - Training of health staff for basic health care services.	17.4
13020 - Promotion of reproductive health	2.0
13030 - Family planning services including counselling	5.2
13040 - Sexually transmitted diseases and HIV/AIDS control	173.0
15180 - Ending violence against women and girls	88.2
72010 - Material relief assistance and services, including shelter, water, sanitation, education, health services; supply of other non-food relief items, etc.	201.9
Total	549.0

Source: Norwegian development assistance to Ethiopia database

Norway also dedicated NOK 10 million for health-related Covid-19 support. This support was provided to WHO for improving laboratories and intensive care units in 4 regions in the form of support to laboratories equipment such as freezers, oxygen cylinders, flowmeters.⁶⁵

An example of the use of the humanitarian assistance was the support to ICRC through Norwegian Red Cross, amount NOK 45 million from 2020 to 2021. This intervention was dedicated to the Tigray response, some of which could reliably be assumed to also have supported health interventions to e.g. both host communities and refugees and IDPs in camps.⁶⁶

The projects described above were in line with the “Partnerlandsstrategi for Etiopia” (Ethiopia Partner Country Strategy) strategic orientations.⁶⁷

⁶⁵ The total Norwegian Covid-19 support to Ethiopia was NOK 270 million, out of which most of the funding was related to food security and land management, as well as general relief and coordination, leaving only NOK 10 million for health-related Covid-19 support.

⁶⁶ IFRC, Emergency Appeal - Ethiopia, Djibouti & Sudan, Africa and IFRC, Tigray Crisis: Population Movement Complex Emergency, 2021.

⁶⁷ “Partnerlandsstrategi for Etiopia”, undated document.





In summary, the Norwegian health-related development support implemented in Ethiopia has been supporting improved national capacity with regard to e.g. tertiary health services and education, as well as to national high-level laboratories and research. Support was also provided at local level to smaller initiatives related to HIV programmes, ante- and post-natal care, and training on SRHR, GBV and Feminine Genital Mutilations. Basic services were also provided e.g. to pastoral/agropastoral communities through smaller Norwegian NGOs.

As described above, while a part of the humanitarian assistance was allocated to health interventions, this also translated into support to both host communities and camp residents, contributing to alleviate conflict over access to health services. The limited spatial overlap between the humanitarian and development Norwegian-funded activities spotted at national level was also reported for health-related projects. Coupled with limited targeted peace interventions there have been limited possibilities for implementation of projects covering humanitarian, development and/or peace interventions in specific locations.



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4

Conclusions





Conclusion 1: There were limited consultations, information sharing and coordination between Norwegian funded partners in recent years. Prior to the COVID-19 pandemic, there were regular information sharing meetings. Coordination between the different parts of the Norwegian development administration providing funding for interventions in Ethiopia was also less pronounced than it was before the pandemic, and has not picked up again. This led to the Embassy not always being fully abreast of what Norad was supporting in-country.

Conclusion 2: Actors receiving Norwegian funding participated actively in other coordination forums in Ethiopia, both with regard to development and humanitarian interventions, and at national and relevant local level. Participation in such other coordination forums made good sense and could contribute to minimise overlaps between interventions, more so than if coordination focused on Norwegian partners only.

Conclusion 3: Participation by partners receiving Norwegian funding in various relevant coordination forums allowed partners to respond quickly and in a coordinated manner. It also contributed to ensuring alignment with national development plans and the HRP. With regard to HDP Nexus interventions at national level, there was lately an initiative by the UN RCO to further strengthen the HDP Nexus agenda, in particular with regard to humanitarian

and development interventions. Recently a national Peace Network has also been established with active participation of Norwegian funded partners.

Conclusion 4: There were no Norad or NMFA guidelines on how to facilitate and operationalise projects that would span the HDP Nexus. There was no overall framework to ensure that programmes supported by Norway had joint analyses or joint outcomes. This was not conducive to promoting internal coherence between H-D-P projects.

Conclusion 5: There were no specific guidelines for ensuring that interventions considered the policies on conflict sensitivity, localisation, and right-based approaches. This was reflected also in the different approaches taken by the partners receiving Norwegian funding to the implementation of the policies. Conflict analysis has been interpreted differently, also sometimes differently between NMFA and Norad. Likewise, there has been no shared understanding of what localisation was. Although right-based approaches have been applied differently by different actors, the Norwegian partners did apply common best practices such as Do-No-harm principles and did as a minimum some level of risk analysis. Actors funded by Norway have also to varying extent been working on localisation of interventions, something which might still be in its infancy due to previous restrictions on civil society organizations.

Conclusion 6: There have been almost no Norwegian supported bilateral peace projects in the country – in some years no projects, and in other years only one project - it should be noted that there have been other peace-related interventions in the form of e.g. diplomatic support. There were and have, nevertheless, been interventions that did support conflict reduction even without it being a specific objective, e.g. projects that alleviated scarcity of or competition over resources such as the interventions aimed at improving natural resource management or provision of similar services to both host communities and camp residents.

Conclusion 7: The Norwegian funding was flexible and provided opportunities for increased future programming of humanitarian, development and peace interventions with joint outcomes.

Conclusion 8: There was no clear geographic coherence between Norwegian supported development health, /peace interventions and humanitarian health interventions. Development health interventions were implemented in generally more stable situations with continuous access, and humanitarian health interventions in locations with generally more restricted access. Such spatial differences made implementing of interventions with e.g. shared outcomes difficult.





5

Recommendations





Five main recommendations emerge from this country case:

Recommendation 1: Norway should develop a clear policy on how projects relevant for HDP Nexus is understood and expected to be implemented, including expectations in terms of coordination between partners funded by Norway and with external actors, and participation in relevant coordination forums. The recent HDP initiative from the UN Resident Coordinator's Office provides opportunities for increased collaboration and the Embassy could participate actively. The UN RCO initiative could provide useful lessons learned to communicate to Norwegian partners.

Recommendations 2: At embassy and Norad (/ NMFA)-levels, efforts should be increased to support strengthened coordination and development of synergies and joint outcomes between partners implementing Norwegian assistance, if Norway wants to strengthen the HDP Nexus in its interventions.

Recommendations 3: If Norway wants to further ensure implementation of interventions spanning the HDP Nexus and interventions that are conflict sensitive, supports localisation, and are rights-based, appropriate policies for this must be provided either in the form of the development of specific Norwegian policies or in the form of references to other national or global specific policies. Examples from other donors could be used as a basis if Norway decides to develop similar policies/guidance notes.

Recommendation 4: Deliberate efforts should be made to ensure spatial coherence between development/peace interventions and humanitarian interventions through facilitation of e.g. providing support to humanitarian, development, and peace interventions in the same geographical areas, allowing for development of joint outcomes together with partners.

Recommendation 5: In addition to development of relevant policies, implementation of humanitarian, development and/or peace interventions should be further promoted by allocation of more resources, mainly in the form of time, dedicated to ensuring closer collaboration and establishment of synergies and joint outcomes for partners receiving Norwegian support.

The ET is aware that a recommendation for improvements to the coordination and collaboration between the embassy/NMFA and Norad might be a partly moot point considering the decision in August 2023 to let Norad be responsible for administration of emergency and humanitarian aid, and large parts of the support for the UN, which could presumably facilitate increased collaboration across the different portfolios.⁶⁸ However, if sectoral development interventions, currently resting with Norad, remains thematic-focused and not country-focused, and humanitarian assistance remains country-focused, which it probably will continue to be, there is a risk that less coordination may continue between development and humanitarian assistance, especially at embassy level.

68 <https://www.regjeringen.no/no/aktuelt/tydeligere-arbeidsdeling-mellom-ud-og-norad/id2992248/>





List of annexes

Annex 1: Terms of reference

Annex 2: Stakeholders consulted

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Annexes 4 – 9 can be found as separate document together with the report at norad.no/evaluation.





Annex 1:

Terms of Reference

Implementation and policy coherence analysis: Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

Background

The Humanitarian, Development and Peace (HDP) nexus

After the World Humanitarian Summit in 2016 and the UN Secretary-General's push for a 'New Way of Working', the Humanitarian, Development and Peace (HDP) nexus has been a term high on the agenda in international development cooperation. The term is linked to debates concerning the persistent divide between humanitarian, development and peace programmes. This divide is characterised by operationally, organisationally and financially differences between such programmes. Earlier debates and recent research and policy documents suggest that better collaboration, coherence and complementarity between these sectors may enhance the quality of the aid to crisis-

affected populations and increase their resilience, and pave the way to durable solutions.¹

Twenty-five countries serve as pilots for the 'New way of working' and a related undertaking established by the European Union calling for better collaboration, most of which in sub-Saharan Africa, the Middle East, and North Africa. Joint planning and programming are being used to address several thematic areas, the most common being peace and human security.

¹ See e.g. UN Secretary-General's High-Level Panel on Internal Displacement (2021), "Shining a Light on Internal Displacement: A Vision for the Future"; Center on International Cooperation (CIC), "The Triple Nexus in Practice: Toward a New Way of Working in Protracted and Repeated Crises" (New York: Center on International Cooperation, 2019); OECD (2019) DAC Recommendations on the Humanitarian Development Peace Nexus; OECD (2017). Humanitarian Development Coherence. World Humanitarian Summit. Putting Policy into Practice; Redvers, L. and B. Parker (2020). 'Searching for the nexus: Give peace a chance'. The New Humanitarian. 13 May 2020; United Nations and World Bank (2018). Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict. Washington, DC: World Bank.





Other joint efforts focus on food security and economic resilience, access to basic social services, forced displacement, and strengthening the coping capacity of local systems and the resilience of communities in the face of climate change or other risk factors.²

Humanitarian assistance, development aid and peace efforts are all needed at the same time to reduce needs, risk and vulnerability³. Organisations have committed to aligning short-, medium-, and long-term objectives with their respective contexts, striving for collective outcomes such as addressing humanitarian needs, addressing the drivers of violent conflict, and developing institutions, resilience, and capacities in a complementary and synergistic manner⁴. OECD DAC countries including Norway have explicitly outlined specific positions and ways of working to enhance the coherence of their humanitarian, development and peace efforts.⁵ Coherence between these interventions supports the prevention of crises and their resolution. It helps to better meet immediate humanitarian needs of the most vulnerable (the realm of humanitarian

aid) while also addressing the longer-term drivers of vulnerability and root causes of crises coming under the development aid and peace umbrellas.

In some contexts, tensions may arise between the different humanitarian, development, and peace objectives. For example, efforts to uphold humanitarian principles may strain collaboration with national and local actors in achieving peace and long-term development goals in conflict settings, while the opposite could be the case in other contexts.

Evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts

The Department for Evaluation in Norad is governed under a separate mandate⁶ from the ministries of Foreign Affairs and Climate and Environment, whereby the Department is tasked with planning, initiating, and carrying out of independent evaluations of activities financed by the Norwegian aid budget, which totalled about 40 billion NOK in 2021.

The Department for Evaluation has a mandate to initiate and perform independent evaluations of development cooperation. Other policy areas will be included in evaluations carried out by the Department for Evaluation to the extent they are relevant to development cooperation and from a

Norwegian development aid policy perspective.

The Department for Evaluation has started an evaluation of the interaction between Norwegian humanitarian aid, development cooperation and peace efforts. The main purpose of the evaluation is to contribute to learning through the provision of knowledge on the interlinkages between Norwegian humanitarian, development and peace efforts. The evaluation findings might also provide useful insights for other donors.

Coherence

In the evaluation coherence is understood as the compatibility of humanitarian, development and peace interventions with other humanitarian, development and peace interventions in a given country. Coherence can be broken further down into two sub-types of coherence: implementation coherence, which pivots around the relation between interventions; and policy coherence, understood as coherence between interventions and the overall policy level or normative commitment.

² OECD (2022). The Humanitarian-Development-Peace Nexus Interim Progress Review, OECD Publishing, Paris,

³ IASC (Inter-Agency Standing Committee) (2020). Exploring the Peace within the Humanitarian-Development-Peace Nexus (HDPN). Issue paper. IASC Results Group 4 on Humanitarian-Development Collaboration.

⁴ The peace promise (Agenda for Humanity). Commitments to more effective synergies among peace, humanitarian and development actions in complex humanitarian situations. 23 May 2016.

⁵ OECD (2022), pp.22-23.

⁶ Available here (in Norwegian): <https://www.norad.no/globalassets/filer-2015/evaluating/evalueringsinstruks-januar-2022.pdf>





From an implementation perspective, a HDP response would be coherent when:

1. There is coherent subnational aid targeting. The same target population can be reached by very different humanitarian and development programmes.⁷ Geographic separation of humanitarian and development aid within countries impedes complementary of action.⁸ Studies have pointed out the existent geographic dispersion between development and humanitarian aid⁹, with development aid not always reaching the most conflict-affected areas.¹⁰ It is thus vital to improve the mapping of HDP assistance at subnational levels in crisis contexts.¹¹
2. Development actors engage in the crisis early on and/or continue to be engaged throughout¹².
3. The linkages between humanitarian efforts, development aid and peace interventions are reinforced, to the benefit of affected populations, without undermining the humanitarian principles.

7 OECD, 2017.

8 CIC, 2019.

9 Mowjee, Garrasi and Poole, 2015.

10 Briggs (2021). Why does aid not target the poorest? *International Studies Quarterly*, 65(3), 739–752; Briggs, R.C. (2018). Poor targeting: A gridded spatial analysis of the degree to which aid reaches the poor in Africa. *World Development*, 103, 133–148; Briggs, R.C. (2017). Does foreign aid target the poorest? *International Organization*, 71(1), 187–206; CIC, 2019; Desai and Greenhill, 2017.

11 DI (Development Initiatives) (2020). *Development actors at the nexus: Lessons from crises in Bangladesh, Cameroon, and Somalia*.

12 DI, 2020; OECD, 2017.

4. International actors operating in a given country seek to work towards collective outcomes by coordinate their efforts and make use of respective complementarities and comparative advantages in a multiyear perspective.¹³
5. Humanitarian actors seek to move beyond implementing short term efforts, to enable longer term perspectives in their operations¹⁴.

In addition, from **a policy perspective**, a HDP response should respect humanitarian principles and deliver on commitments related to¹⁵:

1. Conflict sensitivity to avoid unintended negative consequences and maximise positive effects across HDP actions.
2. Engagement of national and local actors and institutions and strengthening their existing capacities, with a view toward a (gradual) transition between internationally- and nationally/locally-led approaches.¹⁶
3. Accountability, transparency, non-discrimination, and participation.

13 OECD, 2019; CIC 2019.

14 CIC 2019; United Nations (2016)

15 OECD 2017, 2019; United Nations (2016). *One humanity: shared responsibility*. Report of the Secretary-General for the World Humanitarian Summit. A/70/709. 2 February 2016.

16 The localisation agenda empowering local actors in decision-making and their control over resources became part of the humanitarian reform agenda after the 2016 World Humanitarian Summit.

These issues are key to create a coherent HDP response and are considered important for aid to be able to reach the goal of alleviating people's needs and risks and to contribute to resilience and more peaceful societies.

Context

This evaluation is focused on how Norwegian development, humanitarian and peace efforts are coherent within a context. Other studies have looked at how the nexus is being understood within aid systems or amongst donors broadly, but this analysis aims to analyse how this is done in practice by Norway within a given country context. The various degrees of humanitarian, development, and peace efforts supported by Norway, as well as their combinations, should be assessed against the specific context conditions and changes over the evaluation period, taking into consideration the inherent dilemmas. The human rights situation in the countries, and its potential contribution to risks for conflicts, should also be considered.





For this evaluation we have chosen to look at three countries, all of them pilots for the New Way of Working;

- **The Democratic Republic of the Congo (DRC):** The DRC suffers from one of the most complex and prolonged humanitarian crises in the world¹⁷. At the end of 2021, there were more than 5.5 million internally displaced people in the DRC, the third highest figure in the world. The north-east of the country has been continuously experiencing intercommunal tensions and conflicts, with a sharp increase in targeted attacks on displacement camps since November 2021¹⁸. DRC ranks among the countries that are considered extremely fragile contexts on several dimensions¹⁹ and has a UN peacekeeping mission task to protect civilians and support the Government of the DRC in its stabilization and peace consolidation efforts. The 'New Way of Working' approach in the DRC focuses on five provinces in Greater Kasai and Tanganyika and is guided by four collective outcomes in the areas of food insecurity, access to basic social services, forced displacement and gender-based violence²⁰. Between 2015 and 2021, NOK 1.6 billion in Norwegian earmarked development aid funds were disbursed to DRC, 64.7% channeled through

Norwegian non-governmental organisations and 28.9% through multilateral organisations²¹.

- **Ethiopia:** Ethnic tensions and conflicts flared in Ethiopia at various points in time in the 2015 – 2021 period. Reforms that altered Ethiopia's vulnerable ethnic-based federalism in 2018 led to an armed conflict in Tigray and neighboring regions by November 2020.²² In 2021, the conflict in the north was compounded by instability and violence in several other regions and a drought – leaving almost 4.2 million people internally displaced²³. Between 2015 and 2021, NOK 4.0 billion in Norwegian earmarked development aid funds were disbursed to Ethiopia. 34.8 % channelled through Norwegian non-governmental organisations, 29.5% through multilateral organisations and 22.4% through public sector in the recipient country²⁴.
- **Lebanon:** The situation in the country in the past years has been portrayed as a multi-layered crisis offsetting development gains and with acute humanitarian consequences. It is estimated that 2.5 million people are in need²⁵. According to OECD Lebanon's fragility increased in five of the six dimensions between 2019 and 2021, most markedly in the economic and political dimensions. Lebanon is not categorised as fragile in the 2022 edition

due to its still-relatively strong performance in the environmental, human and societal dimensions.²⁶ Between 2015 and 2021, NOK 3.3 billion in Norwegian earmarked development aid funds were disbursed to Lebanon, 52.2% channelled through multilateral organisations and 39.6% through Norwegian non-governmental organisations²⁷.

The evaluation questions will be responded to in an evaluation report that builds on the following two phases:

- A geospatial country analysis (Phase 1 of the evaluation), focusing on implementation coherence. The analysis is expected to be completed in February 2023, and its findings should be a key input to Phase 2. Its purpose is to provide the necessary overview of humanitarian, development and peace interventions funded by Norwegian aid in the three chosen countries. Its scope is restricted to implementation coherence. It assesses the spatial and longitudinal distribution of humanitarian, development and peace interventions receiving Norwegian earmarked development aid (1) relative to each other; (2) relative to crisis dynamics and needs; and (3) relative to other interventions.²⁸ It also considers Norwegian partners implementing humanitarian, development and peace interventions

17 OCHA (2021). République démocratique du Congo: Aperçu des besoins humanitaires 2022. December 2021.

18 NRC (2022). The world's most neglected displacement crises in 2021.

19 OECD (2022), States of Fragility 2022, OECD Publishing, Paris.

20 IASC Results Group 4, undated. Country Brief on the Humanitarian-Development-Peace Nexus Democratic Republic of the Congo.

21 Norad, Norwegian development aid. Statistics and results.

22 Protection Cluster Ethiopia. Protection Analysis Update June 2022.

23 NRC (2022). The world's most neglected displacement crises in 2021.

24 Norad, Norwegian development aid. Statistics and results.

25 OCHA (2022). Increasing Humanitarian Needs in Lebanon. April 2022.

26 OECD (2022), States of Fragility 2022, p.28.

27 Norad, Norwegian development aid. Statistics and results.

28 Interventions funded either by other OECD DAC countries or by Norway through multilateral aid.





– i.e coherence between types of interventions they implement, their locations and changes over time. This analysis is exclusively quantitative, based on both internal data sources on Norwegian aid and external data sources.

- Implementation and policy coherence analysis (Phase 2 of the evaluation). This deliverable will use mainly qualitative research methods and a participatory process to capture the expertise and experiences within Norwegian aid administration and Norway's partners. It will contextualize and explain findings on implementation coherence from the geospatial country analysis, while addressing evaluative interests (e.g., how different parts of the Norwegian aid administration work together) that were not or only partially covered by the geospatial country analysis. Additionally, it will cover all policy coherence analysis questions that were out of scope for the geospatial country analysis.

This Terms of Reference refers exclusively to phase 2, the implementation and policy coherence, which is further described below.

Purpose and objective of the implementation and policy analysis

This analysis shared the overall purpose of the evaluation as described above: to contribute to learning through the provision of knowledge on the interlinkages between Norwegian humanitarian, development and peace efforts. The objectives of both this analysis and the evaluation as whole are as follows:

1. To assess to what extent Norway's efforts have been coherent at country level to prevent, respond to, and recover from humanitarian crises.
2. To formulate lessons on how Norway can coherently link HDP interventions to reduce people's needs, risks and vulnerabilities.

Scope of the analysis

The **scope** of the implementation and policy analysis of Norwegian efforts is limited to one OECD DAC evaluation criterion - coherence. As described above, coherence is understood in this analysis as the compatibility of humanitarian, development and peace interventions with other humanitarian, development and peace interventions in a given country. It covers internal coherence (centred on Norway's efforts) as well as external coherence (synergies and interlinkages between Norway and other actors). On the former, the analysis will consider both policy coherence and

implementation coherence but give more weight to the latter. The focus on implementation is justified on two grounds: 1) while there are Norwegian policy references of different sorts to HDP, there is no unified HDP policy nor practical guidance specifically on HDP. 2) there is broad consensus on the need to see interventions in a relational manner, to avoid duplication of effort and maximise opportunities to achieve an overall goal.

The analysis will cover the period 2016 – 2021. Geographically, as noted above, it will focus on three countries:

- The Democratic Republic of the Congo
- Ethiopia
- Lebanon

Thematically, the analysis will approach the analysis questions in section 4, identified below, from a broader HDP perspective, considering the broader portfolio of HDP activities supported by Norway. However, due to limitations in how detailed and deep the analysis can be when considering the total Norwegian aid for each of the three countries, the evaluation will at a minimum focus on two sectors: health (including sexual and gender-based violence as a health issue) and peace, for greater analytical granularity and useful insights (for practical reasons, these interlinkages can hardly be studied in sufficient depth and the study generate findings of relevance unless they are concretised at a sector level). Findings from this sectoral analysis





are likely to reflect more than this sector, though²⁹. The analysis team may expand the analytical reach to other sectors deemed relevant for the analysis due to their interlinkages with the above-referred themes (such as GBV interventions beyond health-related ones) or due to its contextual significance.

The focus on health was chosen for several reasons; the sector is important for both humanitarian and development aid intervention; health interventions are funded by Norwegian development aid in all three countries; including SRHR and GBV in the health sector gives additional avenues for studying coherence.

The human rights situation in the country can fuel conflict, for example if there is unequal access to services, and conflict has severe effects on development and service provision. In this evaluation, the peace dimension of the HDP nexus refers to local peacebuilding, understood as context-specific efforts at the national or sub-national level or as actions that engage local civil society³⁰. These efforts might aim to create infrastructures for peace at all levels (peace committees, national peace platforms and similar) or to improve

²⁹ It was important to choose the health sector to allow for deeper and more detailed analysis. Other sectors that were considered for the evaluation were education and food security.

³⁰ At its core, this definition is aligned with the Peacebuilding Support Office (PBSO)'s definition. PBSO, PeaceNexus Foundation and UN Volunteers (2022). Thematic Review on Local Peacebuilding. May 2022. Local civil society as herein understood includes a broad range of actors, both formal organisations (e.g. NGOs) and informal groups, traditional structures and religious institutions.

inter-community relationships and social cohesion. Moreover, peace is also related to understanding and navigating the dynamics of conflict - that is, being conflict sensitive in health programming. Conflict sensitivity calls for the use of regular conflict analysis.

The evaluation focuses exclusively on official development assistance funded through the budget of the Norwegian Foreign Affairs (budget area 03 International aid³¹)

Analysis questions

Against the backdrop of the definition of implementation and policy coherence provided in Section 1, this analysis will aim to answer the following **core questions**:

1. To what extent are humanitarian, development and peace interventions funded by Norway coherent at the implementation level (i.e. the relationship between interventions)?
 - a. To what extent have there been spatial and longitudinal coherence?
 - b. To what extent (and eventually how) do humanitarian, development and peace interventions combine to respond to contextual changes?

³¹ From Norwegian: budsjettområdet 03 Internasjonal bistand.

- c. To what extent (and eventually how) have these efforts been coordinated with those of other actors (e.g. other OECD DAC countries, multilateral actors)?
2. To what extent are Norway's humanitarian, development and peace interventions coherent at the policy level (i.e. the relationship between interventions and Norway's normative commitments)?
 - a. To what extent (and eventually how) are Norway's humanitarian, development and peace interventions consistent with its commitment to conflict sensitivity?
 - b. To what extent (and eventually how) are Norway's humanitarian, development and peace efforts consistent with Norway's commitments related to the localisation agenda?
 - c. To what extent (and eventually how) are Norway's humanitarian, development and peace efforts attuned to rights-based approaches, especially in connection to accountability, transparency, voice and participation and non-discrimination?
3. What are the lessons concerning the coherence of Norway's HDP efforts that might be relevant for other ongoing or future work in this realm? What factors hinder or enable coherence?

The geospatial country analysis conducted in the





first phase of the evaluation focused on and shed light on questions 1a-c, and its findings provide a solid starting point for this analysis. However, as described above, the geospatial analysis approached those questions from a quantitative method perspective and did not attempt to investigate the reasons behind a particular finding. Thus, this implementation and policy analysis will go beyond those findings, adding new perspectives (on, for example, the quality and use of coordination mechanisms, or overall perceptions of stakeholders) and explaining them.

Approach and methodology

The team will propose an outline of a methodological approach that maximizes the chance of producing evidence-based assessments. The team will follow rigorous research practices, documenting technical and methodological choices and steps to answer the analysis questions via a cross-section of data sources and mixed methods.

Analytical approach to coherence

The analysis will outline an analytical approach to understanding coherence, based on the definitions described in these terms of reference. The analytical approach shall be sensitive to the multidimensional definition of coherence, further developing it where necessary.

Coherence between interventions, or between interventions and policies, are described with notions such as capability, coordination, outcomes and synergies. The analytical approach should spell out what these notions entails. For example, coordination might refer to formal and informal structures and venues, both internal to the Norwegian aid administration and external to it, but also included the ability to produce and use joined analyses. Furthermore, coordination can refer to international, national and sub-national levels – for example, participation in local coordination mechanisms and following up overall efforts in central multilateral boards.

Some examples of furthering of the conceptual framework around coherence at implementation level might include an examination of the goal interaction (i.e. what the intervention aims to achieve and its change pathways) spectrum between interventions (and in some cases within interventions), from cancelling and counteracting goals to reinforcing and indivisible goals - and eventually the degree to which positive goal interaction is due to planning and coordination or serendipity. Another area that could be further unpacked in the analytical framework is communication (venues, forms, thresholds) and shared or joined analytical efforts (context, risk or conflict analyses).

Context

This evaluation emphasises how coherence is achieved, or not, within a specific country context. The design calls for a comparison between the Norwegian effort within a country, and its compatibility with events within the context. This refers to both various locations within the country, and to the timeline included in the scope of the analysis. Hence, it is important that the team spells out which elements in the context are to be analysed and how.

Analysing the health and peace sectors

There are numerous possibilities for analysing the interaction and coherence within health interventions and between health and peace interventions. The analysis of key interactions within the health sector is likely to require the identification of sub-sectors bridging the humanitarian and development divide – e.g. Reproductive, Maternal, Newborn, Child and Adolescent Health, Primary Health Care. As for synergies between health and peace, the analytical framework might theorise and explore areas such as social cohesion, mental health and psychosocial support or transformation of conflicts related to the provision of health services, to mention just a few.

Data collection methods

Data will be collected in Oslo, the DRC, Ethiopia and Lebanon, disaggregating it at the appropriate level. As mentioned above, the team will outline a rigorous methodological approach to answer the analytical





questions. Considering the scope of the evaluation, it is desirable to make use of both surveys and key informant interviews to gather data from a wide variety of stakeholders and to uncover deeper insights, respectively. The analysis is also expected to review documentation and may include other data collection methods such as focus groups. The analysis must be clear and explicit on how the proposed data collection methods will answer the evaluation questions, and how triangulations are being made.

Deep knowledge of the context is important in this analysis, and we encourage a team composition that prioritizes in-country presence for DRC, Ethiopia and Lebanon.

The evaluation process should take into consideration and be adapted to constraints and restrictions due to security and other concerns.

The composition of the field data collection teams will be critical to ensure the gender and diversity sensitivity of the evaluation.

Participation/engagement

In addition to Norwegian stakeholders, the analysis will actively seek input and promote participation from a wide range of local organisations, groups and individuals from the three analysis countries. The selection process, methodological choices and sampling strategy should consider the full list of both

Norwegian agreement partners and implementing partners in the given country and time period, expanding it to include other organisations, groups and individuals as relevant. It should make sure to include populations affected by interventions. It shall apply intersectional lenses, considering their areas of operation or place of residence (urban-rural divide), thematic focus of work and/or social categories such as ethnicity, religion, disability, sexual orientation and age. Strategies to promote meaningful participation of local organisations, groups and individuals in the process should be clearly defined by the team. Similarly, the analysis will account for and include relevant national and international actors, including formal coordination mechanisms and platforms (e.g. humanitarian clusters, development forums, Multi-Partner Trust Funds, etc.).

Ethical assessments and human rights-based approach to evaluation

The analysis shall adhere to recognised evaluation principles and the OECD DAC's quality standards for development evaluation in addition to their guidelines for evaluations in settings of conflict and fragility, as well as relevant guidelines from the Department for Evaluation. The analysis shall be utilization-focused, laying out a process that secures engagement of the primary intended users and increases the likelihood of the findings being used.

The process must follow and document a human rights-based approach (non-discrimination /equality; participation; accountability and transparency; interdependence of human rights)³², showing sensitivity and respect to all stakeholders. The assignment shall be undertaken with integrity and honesty and ensure inclusiveness of views. The rights, dignity, safety and security of participants in the analysis should be protected. An introductory statement to the analysis report should explain what measures were taken to ensure no harm from the analysis itself, as well as the security of the interviewees and their right to remain anonymous.

The evaluators should reflect upon and document their ethical judgements throughout the analysis process. Doing so, preferably with reference to recognized norms for evaluation and social science research³³.

³² See more on this in the literature study by Deval: I.Worm, M. Hanitzsch, L. Taube and M. Bruder (2022) Human Rights-Based Evaluation in German and International Development Cooperation: Literature Review, DEval Discussion Paper 1/2022, German Institute for Development Evaluation (DEval), Bonn.

³³ For instance the ethics embodied in the NESH guidelines: Guidelines for Research Ethics in the Social Sciences and the Humanities | Forskningsetikk (2022)





6. Organisation of the assignment

The analysis will be managed by the Department for Evaluation in Norad³⁴. The contractor will report to the Department for Evaluation through the team leader. The contractor will keep in regular contact with the Department for Evaluation throughout the process, to discuss progress - including any problems that may jeopardize the assignment - make adjustments to the research design when required and shed light on actions to be taken to guarantee the high quality of the deliverables. Such regular communication will be especially important in the early stages of the assignment, to iron out the details of the approach.

The team should consult widely with stakeholders (reference is made to section 5) and facilitate the dissemination of findings from the evaluation. In some evaluations, the Department for Evaluation participates in parts of the field work to gain a better understanding of the context of the evaluation - this will be the case for this evaluation.

The contractor should maintain the highest degree of integrity and honesty, and consider the potential direct and indirect negative effects tied to the research process and deliverables, formulating strategies to mitigate these.

Quality assurance shall be provided by the institution delivering the services prior to submission of all deliverables.

All decisions concerning the interpretation of these Terms of Reference, and all deliverables, are subject to approval by the Department for Evaluation.

Deliverables

1. An **inception report** with detailed description of the methodological approach (including the operationalisation of key concepts) of maximum 7,500 words (approx. 15 pages) excluding figures, graphs and annexes. The inception report will also lay out challenges, risks and limitations and possible strategies to mitigate those, and provide an outline of the structure for the country reports and the synthesis report. Similarly, the inception report will propose how the findings from the evaluation will be disseminated in the three countries. The inception report should also provide a preliminary desk review of relevant existing published materials and situate its methodological approach in reference to this literature (including any gaps it aims to fill). The inception report needs to be approved by the Department for Evaluation before proceeding further.

2. Draft analysis reports (one per country i.e. the DRC, Ethiopia and Lebanon, and a synthesis report). Each of the country analysis reports must stand alone and will not exceed 12,000 words (approximately 24 pages) excluding figures, graphs and annexes. The synthesis report will have a maximum length of 7,500 words (approx. 15 pages), and will primarily bring together key findings from the three country analyses and recommendations. Methodology will be annexed. Supplementary summary statistics, dynamic or static visuals, data files / datasets are to be submitted together with the draft analysis reports.
3. **Final analysis reports** of the same maximum length as the draft reports. Data files / Datasets are to be submitted, along with supplementary visuals (if any) and other visuals included in the report, as separate, high-resolution files.
4. Presentation of the final report in a seminar in Oslo with physical and digital participation from stakeholders.

All reports shall be written in English in an informative, clear and concise manner in accordance with the Department for Evaluation's guidelines³⁵ and shall be submitted in electronic form (searchable format).

³⁴ <https://www.norad.no/en/front/evaluation/about-evaluation-department/evaluation-guidelines/>

³⁴ For more information, see <https://www.norad.no/en/evaluation>





Annex 2:

Stakeholders consulted

Organization	Department/Unit/Function
Development Fund Norway	Country Director
Embassy of Denmark	Team Leader
Embassy of Norway	Ambassador
Embassy of Norway	Head of Cooperation
Embassy of Norway	Second Secretary
Embassy of Sweden	HDP Advisor
Embassy of the Netherlands	DHOM/Head of Development Cooperation
Embassy of the Netherlands	First Secretary Political Affairs
Farm Africa	Country Director
Farm Africa	Programme Manager
NCA	Country and Regional Advisor Ethiopia
NCA	Country Director
NCA	Head of Climate Resilience
NCA	Head of Climate WASH
NCA	Head of GBV/SRH Programme
NCA	Head of Humanitarian
NCA	Head of Peacebuilding
NCA HQ	Staff Officer

Organization	Department/Unit/Function
Norad	Senior Adviser
NRC	Education Specialist
NRC	Grant Manager
OCHA	Head of Office
Plan International	Country Director
Plan Norway	Head of Emergency
Plan Norway	Programme Advisor
UN RCO	HDP Nexus Advisor
UNFPA	Adolescent and Youth Development Programme Specialists
WFP	Deputy Head of Programme
WFP	Head of Changing Lives
WFP	Head of Monitoring
WFP	Head of Partnerships
WFP	Head of Relief





Annex 3:

Bibliography

General level

Author	Title	Year
Armauer Ansen Research Institute	Annual Reports	2015-2021
Digni	Annual Reports	2014-2015, 2019, 2021
Global Conflict Tracker	Conflict in Ethiopia	2023
Denmark, Ministry of Foreign Affairs	Securing coherence between humanitarian aid, development cooperation and peacebuilding (the HDP nexus)	2022
Denmark, Ministry of Foreign Affairs	How to notes for implementation of the Danish Strategy for Development Cooperation	N.A.
Department for Evaluation, Norad	Report from Phase 1 of the evaluation	2023
Digni	From poverty to Dignity	2021
Digni	Western Ethiopia Women Empowerment in Programme 2018-2020 Final Evaluation Report	2020
Eric Abitbol, Erin McCandless	Transforming our common crisis: Complexity, Climate change, and Humanitarian Development Peace Nexus	2022
European Commission	HDP Nexus: challenges and opportunities for its implementation	2022

Author	Title	Year
Food and Agriculture Organization of the United Nations, United Nations Development Programme	Financing the Nexus	2020
Feinstain International Center Publication	Co investigators but with different power	2023
Finland, Ministry of Foreign Affairs	Guidance note: The triple nexus and cooperation with fragile states and regions	2022
Finland, Ministry of Foreign Affairs	Human rights-based approach to development	2016
Freedom House	How Civic Mobilizations Grow in Authoritarian Contexts, Ethiopia Case Study	2018
Governance and Social Development Resource Centre	Conflict analysis tools	2022
International Organization for Migration	A mapping and analysis of tools and guidance on the HP linkages in the HDP nexus	2022
Mariam Hamad	Midterm Review of the Norwegian Humanitarian Strategy and strategic partnership model	2022
Momentum	The Humanitarian-Development Nexus	2022
New York University Center on International Cooperation	A triple Nexus in Practice Toward a new way of working in protracted and repeated crisis	2019





Author	Title	Year
Norad	FOKUS progress report 2019-2021	2021
Norad	Women at Work- Economic justice for all	2019
Norwegian Church Aid	Program proposal for local peacebuilding in Ethiopia	2021
Norwegian Embassy in Addis Abeba	Activity plan	2016-2023
Norwegian Ministry of Foreign Affairs	Norway's Humanitarian Strategy	2020
Overseas Development Institute, Foreign, Commonwealth and Development Office	Climate risk report for the East Africa region	2022
Organization for Economic Co-operation and Development	DAC recommendation on the Humanitarian-Development peace Nexus	2023
OXFAM	The Humanitarian-Development-Peace Nexus	2019
Swedish International Development Cooperation Agency	Humanitarian-Development-Peace Nexus	2020
Swedish International Development Cooperation Agency and Development Initiatives	Leaving no crisis behind with assistance for the triple nexus	2023
United Nations Crisis Relief	Ethiopia Humanitarian Fund	N.A.
United Nations Office for the Coordination of Humanitarian Affairs	Humanitarian Response Plan Ethiopia	2023
United Nations Office for the Coordination of Humanitarian Affairs	Country summary	2023
United Nations Office for the Coordination of Humanitarian Affairs	Humanitarian Response Plan Ethiopia	2023
United Nations Office for the Coordination of Humanitarian Affairs	About the Ethiopia Humanitarian Fund	2022
United Nations Office for the Coordination of Humanitarian Affairs	Country Summary, Ethiopia	2023

Author	Title	Year
United Nations Office for Disaster Risk Reduction	Evidence of positive progress on disaster risk reduction in the Humanitarian Development Peace Actions	2023
United Nations Development Programme	Human development Index	2021
United Nations Population Fund	Guidance Note for Applying a Human Rights-Based Approach to Programming in UNFPA	2020
United Nations High Commissioner for Refugees	Operational Data Portal	2023
United Nations Children's Fund	UNICEF's Human Rights Based Approach to Programming	N.A.
United Nations Children's Fund and United Nations Population Fund	A Rights-Based Approach to Adolescent and Youth Development in Ethiopia - Joint Programme Phase-III (2018-2021) Progress Report	2022
United Nations	Outcome of the World Humanitarian Summit	2016
United Nations Educational, Scientific and Cultural Organization	Revision of Civil Societies Law,	2020
United Nations News	Reported Ethiopia massacre: UN rights chief warns of spiralling situation, war crimes	2020
United Nations Secretary-General	Statement attributable to the Spokesperson for the Secretary-General - on the Agreement for Lasting Peace through a Permanent Cessation of Hostilities between the Government of the Federal Democratic Republic of Ethiopia and the Tigray People's Liberation	2022
World Bank Group	Maximizing the impact of the World Bank Group in Fragile and Conflict Affected Situations	2018
World Health Organization	A guide to implementing the Humanitarian Development Peace Nexus for Health	2021





Project level

Project Code	Title	Year
ETH 16/0011	Joint emergency response saving lives and protecting livelihoods in Ethiopia (closing letter)	2018
ETH 16/0011	Grant agreement between the Norwegian ministry of foreign Affairs and Norwegian Church Aid regarding joint emergency response	2016
ETH 17/0007	Joint Norwegian Emergency Response for Saving Ethiopian Lives and Livelihood (closing letter, grant application)	2020
ETH 18/0014	Joint emergency response saving lives and protecting livelihoods in Ethiopia (Phase III)	2021
ETH 21/008	Grant application and Grant agreement between the Norwegian ministry of Foreign Affairs and Norwegian Church Aid regarding Contributing to peaceful coexistence in Ethiopia	2021
QZA 18/0213	Grant agreement Between the Norwegian ministry of Foreign Affairs and Norwegian People's AID regarding improving livelihood and protection for vulnerable Communities	2016
QZA 15/1078	Agreement Between the Norwegian ministry of Foreign Affairs and Norwegian Red Cross regarding Global cooperation agreement	2022
QZA 18/0138	Grant agreement between the Norwegian ministry of Foreign Affairs and Norwegian Red Cross regarding ICRC support	2018
QZA 18/0302	The Norwegian Ministry of Foreign Affairs earmarked supports to UNHCR (Addendum)	2021
QZA 19/0080	Agreement between the Norwegian ministry of Foreign Affairs and Norwegian Red Cross regarding additional support to the ICRC (addendum)	2019
QZA 20/0052	Grant agreement between the Norwegian ministry of Foreign Affairs and Norwegian Church Aid regarding strategic Partnership	2019
QZA 20/0058	Grant agreement between the Norwegian ministry of Foreign Affairs and Save the Children Norway regarding Strategic Partnership	2019

Project Code	Title	Year
QZA 20/0074	Agreement Between the Norwegian ministry of Foreign Affairs and Norwegian Red Cross regarding additional support to the ICRC (addendum)	2022
QZA 200052	Norwegian Church Aid application form for release of flexible funding	2020
QZA 21/0158	Agreement Between the Norwegian ministry of Foreign Affairs and UNICEF concerning UNICEF humanitarian action for children appeal	2021
N/A	Application for a New cooperation agreement with the Norwegian Ministry of Foreign Affairs and Norad	2016
N/A	Global Cooperation Agreement Between the Norwegian Ministry of Foreign Affairs and the Norwegian Red Cross (Application)	2014
N/A	Strengthening the Capacity of Religious Institutions in Peace Building and Conflict Transformation (Grants application)	2014



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