EVALUATION DEPARTMENT

Norad

Work in Progress: How the Norwegian Ministry of Foreign Affairs and its Partners See and Do Engagement with Crisis-Affected Populations

CONTENT

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Carried out by
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interpretations, and conclusions presented
in this report do not necessarily reflect the views
of the Norad Evaluation Department.

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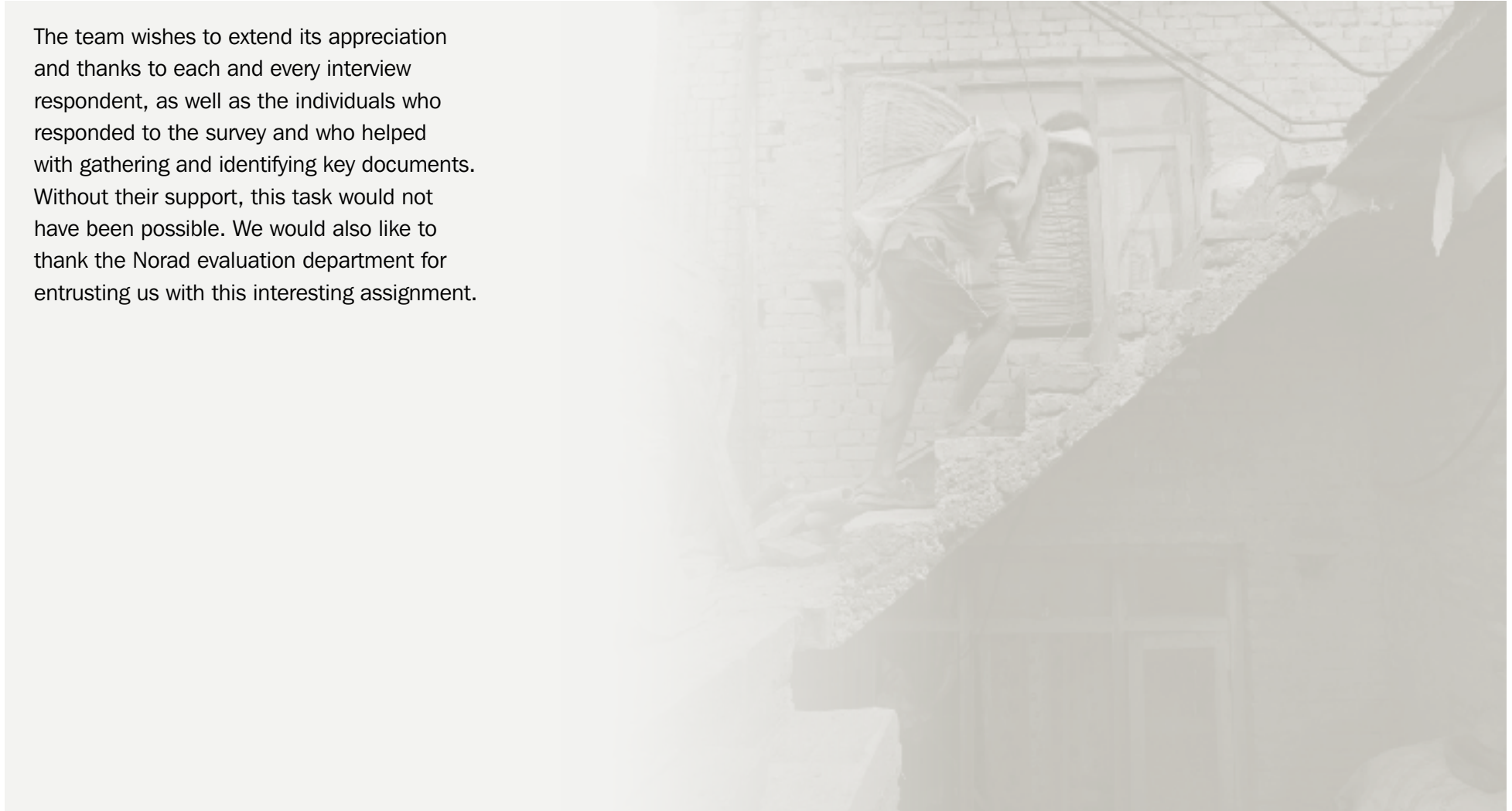
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Executive summary

This mapping aims to take stock of how engagement with crisis-affected populations has been understood, implemented, and thought of by the organisations funded by Norway between 2010 and 2014. The focus is on the organisations that receive most of Norway's humanitarian- and natural disaster-related funding. It is based on a review of selected documents from the organisations and the Norwegian Ministry of Foreign Affairs (MFA), a limited number of interviews, and a short online survey. The report aims to support Norad and the MFA in determining next steps as they further develop their roles in engaging crisis-affected populations.

We found the reviewed organisations agree that a common terminology on engagement with crisis-affected populations is being developed, with the inter-organisational mechanism serving a key role in this task. Additionally, respondents felt engagement with crisis-affected populations is an important consideration for humanitarian actors and that it can improve programmes and projects, play a part in ensuring the security of implementing agencies, and ensure access to beneficiaries. Engagement

with these populations is consistently noted in strategy documents, and it is being practiced when it is possible and feasible; however, these practices are not systematically applied or documented. Respondents also agreed that standard operating procedures on how to engage with crisis-affected populations should exist but have not yet been codified, although some examples of tools do exist.

Our findings also showed that the Norwegian government has played a role in high-level policy discussions on engagement with crisis-affected populations. We also found that the Norwegian government does not currently include engagement with crisis-affected populations as a key condition in all contracts with implementing agencies, in the agenda of meetings with implementing agencies, or as a formal criterion for selecting implementing agencies.

We recommend that:
- The Norwegian government continue its high-level policy work with the Inter-Agency Standing Committee (IASC) and the United Nations Office for the Coordination of Humanitarian

Affairs (OCHA) to influence the accountability issue across the humanitarian sector.

- The Norwegian government consider including the issue of engagement with crisis-affected populations in the annual humanitarian report to increase the visibility of and practical engagement with the issue.

- The MFA consider adding a section highlighting the expectation that crisis-affected populations will be engaged in relevant grant contracts and framework agreements. The accountability portion of the United Nations Central Emergency Response Fund's (CERF's) application templates is an example of how this could be done.

- The MFA consider requesting that engagement by funded agencies include post-activity engagement efforts and that lessons learned are systematically documented.

- The Norwegian Ministry of Foreign Affairs' Humanitarian Section (HUMSEC) include in the 'ordningsreglement' a requirement to

review the engagement issue and accountability measures in a grant proposal before making a funding decision.

- Norad consider commissioning a study to gain a better understanding of how well the documented policies, strategies, and operational mechanisms translate into tangible activities on the ground, and how these activities need to be (and are) modified to produce the best results. There is limited documentation on how different organisations engage with crisis-affected populations in different contexts, and given the limited scope of this mapping exercise, it has not been possible at this time to compare contracts and identify what type of practice works best when and where; such a study would require a far broader scope than the one for this mapping.

- The MFA's non-governmental organisation (NGO) partners should take note of the work emanating from the IASC task team. They should review how the accountability to affected populations (AAP) tools, frameworks, and manuals could support or be aligned with their efforts toward developing sound engagement practices through the Core Humanitarian Standard on Quality and Accountability (CHS).

1. Introduction and context

Engaging crisis-affected people has been an area of interest for the Norwegian government for a number of years. Multiple government documents[1] note that beneficiary participation is a central element of humanitarian assistance and show that more attention to this issue is required to improve the results of humanitarian interventions and to prevent or reduce the impact of future crises. This mapping is meant to look at how engagement with crisis-affected populations has been understood, implemented, and thought of by the organisations that have received the majority of Norwegian funding between 2010 and 2014. The results are meant to help Norad and the MFA determine their next steps in engaging with crisis-affected populations.

During the time period covered by this mapping (2010 to 2014), Norway allocated NOK 9.76 billion in humanitarian aid and natural disaster

funding to interventions in 67 countries.[2] This included 957 grant agreements divided among 106 implementing partners,[3] although a noticeable decline in the number of partners occurred over time. The funding volume grew from NOK 2 billion in 2010 to NOK 2.9 billion in 2014[4] and NOK 3.3 billion in 2015.[5] Eighty-six per cent of the available funding was provided to 12 organisations:

1. Médecins sans Frontiéres (MSF) through its Norwegian branch

2. Norwegian Church Aid (NCA)

3. The Norwegian Refugee Council (NRC)

4. Save the Children Norway (SCN), led intervention areas

5. The Norwegian Red Cross (NORCROSS) and the Red Cross system

6. The International Committee of the Red Cross (ICRC)

7. The International Federation of Red Cross (IFRC[6])

8. The United Nations Office for the Coordination of Humanitarian Affairs (OCHA)

9. The United Nations Development Programme (UNDP)[7]

10. The United Nations High Commissioner for Refugees (UNHCR)

11. The United Nations Children's Fund (UNICEF)

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1   The issue is highlighted in The Auditor General Investigation into the Effectiveness of Norwegian Humanitarian Assistance (2008-2009); see Riksrevisjonens undersøkelse av effektiviteten i norsk humanitær bistand. Dokument 3:2 (2008-2009).pg 99. Also see Norway's Humanitarian Policy (2008-2009) and the Norwegian Policy on Prevention of Humanitarian Crisis (2007-2008). Indeed, the latter places participation at the centre of the discussion. The need to focus further attention on participation is also noted in Millard & Bang (2011).

2   Funding chapters chapters 163.70 and 163.71, which form part of the state budget.

3   Norad. (n.d.). Norwegian aid statistics (Data file). Retrieved from http://www.norad.no/en/front/toolspublications/norwegian-aid-statistics/

4   Ibid

5   Prop 1S (2014-2015) Proposisjon til stortinget (forslag til stortingsvedtak) for budsjettåret 2015, utgiftskapitler 100-172. Utenriksdepartementet. Pg 183

6   Funding to the International Committee of the Red Cross (ICRC) and the International Federation of Red Cross and Red Crescent Societies (IFRC) is managed through agreements involving the Norwegian Red Cross.

7   It is worth noting that while the United Nations Development Programme (UNDP) receives substantial funding as the administrative body for some pooled funds, the United Nations Office for the Coordination of Humanitarian Affairs (OCHA) is far more involved in relevant issues, as they are responsible for managing country-specific funds and making allocations to implementing partners.

12. The World Food Programme (WFP),[8] including the Norwegian contribution to the United Nations Central Emergency Response Fund (CERF[9]).

This funding accounts for 670 grants and include various types of intervention modalities, including core funding, longer-term framework agreements, and project-specific one-time funding disbursements.

This mapping employs the term 'organisations reviewed' or 'organisations focused on' to refer to the 12 organisations mentioned above. The report is divided into seven sections: an introduction, methodology, definitions of engagement with crisis-affected populations, the MFA's attention to and role in engagement, examination of multiple aspects of engagement from the perspective of the organisations reviewed, conclusions, and recommendations.

Sections 4 and 5 present the principal findings of the mapping. Throughout the report, where relevant, we have included our observations (grounded in the findings), as well as short discussions on the findings' implications.

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8   For a brief overview of each of these organisations, see Annex 3.

9   See http://www.unocha.org/cerf/our-donors/funding/cerf-pledges-and-contributions-2006-2015. Out of 125 country donors, Norway has long been the second biggest contributor to the United Nations Central Emergency Response Fund (CERF). The 2014 allocation amounted to USD 66 million.

2. Methodology

This mapping is based on data collected from three main sources:

- Interviews with key staff and a document review for the 12 organisations that received 86 per cent of the Norwegian humanitarian funding. The review included documents and reports from the organisations, as well as documents from the MFA archive (see the bibliography and Annex 2).

- An online survey issued to the organisations that received the remaining 14 per cent of Norwegian humanitarian funding, a total of 96 actors. We secured addresses for 79 of these organisations, 17 of which responded to some questions in the survey. Given the low response rate, the findings were limited and hence did not add considerably to the report. Still, a summary of these results is available in Annex 5.[10]

- Interview with MFA representatives and a review of MFA documents. The material included framework agreements and related discussions, grant proposals, grant letters/contracts and reports, and minutes from annual meetings with partners, as well as correspondence with (or comments about) United Nations (UN) agencies and NGOs regarding relevant humanitarian interventions. Details about the sampling of documents can be found in the bibliography. This review enabled us to gain a better understanding of the manner by which the MFA handles questions of engagement, although this was limited to the sample of documents reviewed.

Our original intention was to identify the different ways that engagement occurs. However, while the 12 organisations have established sets of principles for engagement, the implementation of engagement is not systematic. Therefore, the findings have been limited to identifying broad approaches and objectives described by individual organisations rather than comparing and contrasting models and experiences of engagement.

Given the scope of this assignment – as well as the size and scope of the organisations – our findings provide an overview of impressions, but cannot claim to represent the totality of each organisation's experiences. Engagement with crisis-affected populations is not systematically documented in either 'how-to' manuals or in project documents that could explain what was done and how; for this reason, we have relied on interviews and – where available – on documented individual accounts of experiences of engagement with crisis-affected populations. Moreover, the study's scope did not allow for the independent verification of claims made by the different organisations.

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10 A limited number of organisations, mainly research institutions, wrote to us separately to stress that the survey was not relevant to their work. These included the International Law and Policy Institute (ILPI), FAFO, and the Overseas Development Institute (ODI). We can only assume that a number of other respondents had similar feelings.

3. Defining engagement with crisis-affected populations

The term 'engagement' has multiple meanings and interpretations; this includes more technical and specific meanings such as with the 'rules of engagement' or less strict definitions such as 'discussion or interaction with' or 'communication or consultation with.' Indeed, engagement with crisis-affected populations historically has been understood as a task most relevant to development.

Like engagement, the term 'crisis-affected people' has multiple interpretations, including the end beneficiaries, representatives of end beneficiaries such as community representatives, sub-groups composed of a representative sample of stakeholders or informed parties, or even government representatives from the areas of the end beneficiaries.

The terminology has evolved over the years, most recently with the use of the term 'engagement with crisis-affected people'; it has changed to include additional specific attributes of individual efforts showing that crisis-affected people have sometimes been included into the workings of the support they receive. This includes, for example, efforts to engage crisis-affected populations in supporting transparency that focused on the provision of information; efforts to support adjustment to intervention models aiming to support opportunities for feedback; and participation-focused efforts that aimed to include crisis-affected people in intervention design or implementation.[11] In our mapping, we found that the reviewed organisations and the MFA used different terms to refer to engagement with crisis-affected people.

For the purposes of this mapping, we have chosen to take a very broad understanding of engagement to ensure that we are able to capture the different views, positions, and perspectives on the issue. In accordance with the terms of reference, we understand engagement with crisis-affected people to mean 'various ways of interaction between those providing humanitarian aid and the crisis-affected.'[12]

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11 Brown, D. & Donini, A, (2014). *Rhetoric or reality? Putting affected people at the centre of humanitarian action.* London: ALNAP & Overseas Development Institute [ODI].

12 Ibid.

BOX 1: PROFESSIONALISING ENGAGEMENT: THE LINK TO ANTHROPOLOGY

In general, there is a disconnect between the existence of strategies, policies, and manuals and the systematic, documented implementation of engagement with crisis-affected populations. Organisations are making progress, but discussion of the important details on how one might actually engage with a specific crisis-affected population in a specific circumstance is limited. At this moment, the ICRC is investing in this area and, in doing so, taking a more anthropological and social science approach to exploring the question of engagement. This is meant to respond to some of the more detailed questions of how engagement should be conducted to be successful, how to communicate and how to understand messages. However, this is not a simple undertaking.

Another key question is, 'Who are those crisis-affected?' Crisis-affected populations are not homogenous groups. In fact, they may only share the fact that they are crisis-affected. Populations differ in demographic breakdowns such as related to gender and age, as well as ethnic backgrounds, religion and other practices, and sexual orientation. Crisis-affected groups

may include people with different levels of education, from different social strata, and with varied physical and mental abilities and disabilities. Moreover, some population sub-groups are harder to reach than others; women, for example, are more likely to be excluded than men. Similarly, engagement with children often only includes children whose parents support engagement, which would potentially exclude the most vulnerable.[13] Additionally, discrimination that existed within the community before the crisis may continue during the crisis. Hence, who is engaged can influence outcomes. Overall, it is fair to say that while efforts to identify the target population accurately are being made by the different organisations, this area may require further discussion to detail exactly who we mean when we talk about 'crisis-affected people.'

13 See Millard, A. (2014). *Evaluating equity within a heterogeneous group: The challenges faced by child rights programming and their evaluation.* In Forrs, K., & Marra, M. (Eds.), Speaking justice to power: Ethical and methodological challenges for evaluators. Comparative Policy Evaluation Volume 21. New Jersey: Transaction Publishing.

4. MFA's attention to and role in engagement

Norway highlights engagement with crisis-affected people because it is a right (in line with the human rights-based approach) and because the MFA feels that engaging crisis-affected populations will lead to better and more effective humanitarian assistance where those in need are effectively supported. As a donor, Norway has two key opportunities for supporting engagement with crisis-affected populations: the operational level (through funding for activities) and at the policy level. Opportunities for the MFA to be involved are discussed beneath.

At the operational level:
• Current MFA efforts do not consistently apply the IASC AAP commitments throughout the humanitarian program cycle.

• The funding contracts issued by the MFA do not list engagement with crisis-affected populations as an issue of note.[14]

• Engagement with crisis-affected populations is not systematically mentioned in the agendas for annual meetings with key funding recipients, nor is it noted in these meetings' minutes.[15]

• The most vulnerable groups and gender-related questions are included in grant proposals and reports, bringing attention to groups that could be overlooked when targeting crisis-affected populations.

• None of the organisations reviewed identified Norway (as a donor) as particularly interested in questions of engagement with crisis-affected populations; however, eight of nine agencies surveyed noted that Norway had made their pro-engagement views noted (see Annex 5).

• Engagement with, or accountability to, crisis-affected populations is not systematic or explicit in situation reports from the Royal

BOX 2: CAN DONORS INFLUENCE ENGAGEMENT?

None of the organisations felt that their efforts to engage with crisis-affected populations were donor-driven. However, it is possible that donor demands – when made – help move the discussion and practice forward. Amongst donors, the United Kingdom's Department for International Development was consistently mentioned as a donor that exerted considerable influence on the issue and had played the most visible role thus far.

Norwegian Embassies, nor in program- or grant-related documents.[16]

• The guidelines for reviewing grant proposals do not mention engagement with, or account-ability to, crisis-affected population as a topic of interest.

• Implementing partners' reports do not systematically report on engagement with, or accountability to, crisis-affected population;

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14   Discussions between the Royal Norwegian Embassy representative in Rome and the World Food Programme (WFP) have raised the issue of including engage-ment with crisis-affected populations in the upcoming contracts. Norway's role as a donor visibly supporting the issue is seen by all parties as a step toward ensuring engagement takes place more systematically.

15   One exception to this was meetings held with WFP, which are managed directly by the embassy. While this was not discovered during the review of MFA documents, it was highlighted by the Royal Norwegian Embassy in Rome.

16   However, some exceptions apply. The Permanent Mission of Norway to the United Nations has reported on issues related to engagement with crisis-affected populations on several occasions. This was not evident from the selected review of MFA documents, but was highlighted by individuals interviewed.

therefore, there is limited systematic documentation on what has been done, when, and how well it worked.

- The Permanent Mission of Norway in Geneva notes that they include engagement with crisis-affected populations in their direct dialogue with UN agencies and NGOs. Similarly, the representative overseeing WFP's work, based at the embassy in Rome, said that engagement is a key element of discussion.[17] Comments from the mission in Geneva[18] suggested that much is being done locally, and the interview conducted with the embassy in Rome noted that the MFA welcomes their efforts, even if they do not

enforce them systematically in discussions with partners in Norway.

At the policy level:
- In our interview with the MFA, they noted that they follow developments in the field on engagement with crisis-affected populations closely, but this is not documented.

- The MFA has primarily focused on pursuing progress on engagement with crisis-affected populations at the high policy level through:

  > Engagement with OCHA to conduct high-level meetings on engagement with crisis-affected populations.[19]

  > Involvement in the Humanitarian Liaison Working Group (HLWG)

  > Involvement in the OCHA Donor Support Group (ODSG) – a link between governments and the UN humanitarian system.

> Sitting on the executive boards of agencies such as the executive board of WFP and being an active member of an informal group, 'Friends of Accountability to Affected Populations,' that is jointly chaired by WFP and Switzerland.[20]

> Raising of AAP by Norwegian representatives both at WFP board meetings and at more informal seminars and consultations with WFP and other agencies such as the Food and Agriculture Organisation of the United Nations.

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17   The White Paper 10 (2014-15) published autumn 2014 sets accountability to affected populations and human rights based development on the agenda and this gave the MFA and the relevant embassies and UN missions an enhanced mandate to raise the issue towards organisations, for example WFP and FAO. For staff with background in human rights, such as at the UN mission in Rome and the UN mission in Geneva, follow-up of this issue has been quite straightforward compared to at missions where the staff has a different technical expertise

18   These efforts are highlighted by the most recent meeting between the emergency directors of IASC and donors, which Norway hosted in Geneva, where accountability to affected populations (AAP) and protection were main issues of discussion. These efforts, however, fall outside of the scope of this mapping, as they have taken place in 2015. Similarly, efforts to highlight the issue of engagement are made during dialogues with the United Nations High Commissioner for Refugees (UNHCR) and ICRC.

19   The Norwegian position is also noted in current strategy, where the issue is mentioned: Meld. St. 10 (2014–2015) Melding til Stortinget Muligheter for alle – menneskerettighetene som mål og middel i utenriks- og utviklingspolitikken, pg 49.

20   In a recent meeting (in 2015 and hence outside of this mapping's scope), WFP provided details of its AAP efforts. This is in line with a 2015 WFP survey to take stock of the country offices' AAP work, as well as identify gaps and areas where further support would benefit future efforts.

5. Engagement by Norwegian humanitarian partners

This section presents an overview of how engagement appears in the policies, strategies, and procedures of the organisations reviewed. The section also discusses who is engaged, when are they engaged, and in what ways engagement occurs. Lastly, some drivers and obstacles to engagement are noted.

5.1 HOW IS ENGAGEMENT ADDRESSED IN ORGANISATIONAL GOVERNING DOCUMENTS?
All organisations we focused on have strategies that mention engagement, although each strategy treats the issue with varying degrees of detail. Additionally, all of the organisations with the exception of MSF also have policies which detail engagement with crisis-affected people. The strategies' details are found in Table 1, and the link between policies, strategies, and the generation of other tools or practices is presented in Table 2. Our overall findings and impressions are delineated in the bullet points at the end of the section.

Our overall findings and impressions:
- There is a keen awareness of engagement with crisis-affected populations among the

organisations reviewed; hence, it is mentioned with varying degrees of detail in the broad strategy documents. In the ICRC's case, the issue is not mentioned in its broad strategy, but is in issue-specific strategy documents.[21]

- Current progress on engagement with crisis-affected populations through ongoing efforts by the reviewed organisations is noted (see Annex 4).

- No organisation has detailed standard operation procedures for activities on engagement with crisis-affected populations. This highlights a disconnect between strategies, policies, and actual activities on the ground. It means that at the field level, how things are done largely depends on field staff's knowledge, skills sets, and experiences, as well as how these can be used in the existing conditions.

- None of the reviewed organisations systematically implement engagement with crisis-

affected populations in all of the operations in which they are involved.

- All organisations have implemented principles of engagement in some of their operations.

- NCA, NRC, SCN, NORCROSS, ICRC, IFRC, UNHCR, UNICEF, and WFP have operational manuals detailing areas where engagement can take place and topics it must include, but none currently have manuals detailing how to ensure engagement.

- No organisation systematically and consistently documents engagement experiences.

- NCA, NORCROSS, ICRC, IFRC, UNICEF, and WFP, as well as OCHA through the CERF, include the issue of engagement in contracts with third parties.

- NCA, SCN, and OCHA currently include engagement indicators in their log frames. ICRC has checklists that are intended to ensure that engagement takes place.

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21 It is worth stressing that the strategy for 2015 to 2018, which falls outside of scope of this mapping, makes clear mention of engagement with crisis-affected populations.

TABLE 1: SUMMARY OF ORGANISATIONAL STRATEGIES[22]

Organisation	The AAP, HAP, or other principles are explicitly mentioned	Purpose/reason for engagement with crisis-affected populations						Time for engagement			Approach to engagement mentioned					Mechanisms for engagement mentioned				
		The right of target populations	Accountability to target population	Improvement of delivery of goods and services	Protection issues	Better targeting	Other (e.g., anti-corruption, access)	Before operations	During operations	After operations	Involvement	Accountability	Participation	Ownership	Passive engagement	One-way dialogue	Two-way dialogue	Direct dialogue (interview, focus groups)	Mobile technology	Other
MSF				x		x	x	x	x		x	x				x	x	x		
NCA	x	x	x	x				x	x	x	x	x	x	x	x	x	x	x	x	
NRC		x	x	x	x	x	x	x	x		x	x	x	x		x	x	x	x	
SCN		x	x	x	x	x		x	x	x	x	x	x	x		x	x	x		
NORCROSS		x	x	x	x	x	x	Impl.			x	x	x		x	x	x	x	x	x
ICRC		impl.																		x
IFRC		x	x	x	x	x		Impl.				x							x	x
OCHA	x	x	x	x	x	x		x	x	x	x	x	x	x	x	x	x	x	x	
UNDP																				
UNHCR		x	x	Impl.	x			x	x	x	x	x	x			x	x		x	
UNICEF		x	x	Impl.				Impl.			x	x	x			x	x		x	
WFP		x	x	x	x	x	x	x	x	x	x	x	x			x	x	x		

'Impl.' is used to denote implicit understanding of the issue in the document.

22 Table 1 only includes information found in the strategy document(s); however, other tables in the document include information from other sources. Some organisations have strategies that focus on broad elements of the organisation's direction and hence may say little about engagement with crisis-affected populations. Specifically, UNDP's strategy is pitched at a very general level focusing on broad elements of their strategic direction, so while it mentions engagement, it does not provide any further details. Similarly the ICRC's strategy only implies engagement; however, additional strategic documents detail engagement with crisis-affected populations. The Norwegian Red Cross, as well as the IFRC, detail much of their engagement in specific documents rather than in the broad strategy. A more ample explanation of the strategy's content, as well as the history of engagement and future steps by the organisations, can be found in Annex 4.

TABLE 2: ENGAGEMENT WITH CRISIS-AFFECTED POPULATIONS AS REFLECTED IN RELEVANT DOCUMENTS

Engagement mentioned in policy documents	Engagement mentioned in strategy documents	Operational manuals on engagement	Training material details the 'how-to' of engagement	Contracts with third-party implementers include engagement	Quality frameworks or log frames with indicators for engagement	Principles of engagement and accountability adopted in some operations	Principles of engagement and accountability adopted in most operations	Engagement mentioned in policy documents
MSF		x		Work in progress (WIP)		WIP	x	
NCA	x	x	x	x	x	x	x	
NRC	x	x	WIP	WIP		WIP	x	
SCN	x	x	x	x	x	x	x	x
NORCROSS	x	x	x		x		x	x
ICRC	x	x	WIP		x	x	x	x (if possible)
IFRC	x	x	x		x		x	x
OCHA	x	x	x	x	CERF Yes	x	x	
UNDP	x	x	Unknown	Unknown	Unknown	Unknown	x	
UNHCR	x	x	x				x	
UNICEF	x	x			x		x	
WFP	x	x	x	x	x	WIP	x	

- No organisation reviewed had a solid model of intervention that could allow for comparison between either different cases or between organisations so that we could learn from different experiences (i.e., what has worked where, when, and under what circumstances).

In sum, all organisations are paying attention to the issue of engagement with crisis-affected populations, but are at different stages of development in implementing mechanisms to ensure the systematic engagement as part of their projects and programmes.

5.2 MECHANISMS PROMOTING ENGAGEMENT: DRIVERS

A number of mechanisms and principles have played a role in driving the organisations' engagement with crisis-affected populations:

- The ***Humanitarian Accountability Partnership International (HAP)***[23] is a partnership among humanitarian and development organisations collaborating to develop standards through research, consultation, and collaboration. HAP has 100 member organisations, including NCA and NRC. HAP developed the CHS, and principle four of the standard notes that, "Communities and people affected by crisis [should] know their rights and entitlements, have access to information, and participate in decisions that affect them."[24] Adherence to these standards requires that organisations have adequate policies and meet information dissemination minimum requirements such as ensuring the information is available, that the language

used is relevant, that the community affected be included at all stages of the process, and that feedback from the community be facilitated. However, exactly how this should be accomplished in the field is not detailed. Member organisations report annually on their accountability achievements; however, the last reports available are from 2013. HAP members have access to a voluntary certification system; of the organisations reviewed, NCA was the only certified HAP member in the period from 2011 to 2014.[25]

- The ***Communicating with Disaster Affected Communities Network (CDAC)***[26] focuses specifically on the application of communication tools and telecommunications to inform and communicate with beneficiaries. The members include a number of humanitarian, development, and UN agencies, including SCN, ICRC, OCHA, UNHCR, UNICEF, and WFP.

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23 See: IASC. (n.d.). IASC Task Team on Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse (AAP/PSEA). Retrieved from http://interagencystandingcommittee.org/accountability-affected-populations-including-protection-sexual-exploitation-and-abuse. It is important to highlight that the HAP standards have been updated to the Core Humanitarian Standards on Quality and Accountability (CHS), which officially launched in December 2014.

24 Humanitarian Accountability Partnership International [HAP]. (2014). Core humanitarian standard on quality and accountability. Retrieved from http://www.hapinternational.org/what-we-do/hap-standard.aspx

Retrieved from http://www.corehumanitarianstandard.org/files/files/Core%20 Humanitarian%20Standard%20-%20English.pdf

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25 NCA has renewed its HAP certification for the 2015 to 2019 time period. See also: HAP. (n.d.). Certified organisations. Retrieved from http://www.hapinternational.org/what-we-do/certification/certified-organisations.aspx

26 26 See: Communicating with Disaster Affected Communities Network [CDAC]. (n.d.). About our members. Retrieved from http://www.cdacnetwork.org/about-the-Network/members/

- Since 2011, the **Inter-Agency Standing Committee** (**IASC)** has been an arena for high-level discussions on engagement with crisis-affected populations through the Transformative Agenda.[27] Its members include UN agencies and a number of standing invitee international organisations. (Relevant to this mapping are OCHA, UNHCR, UNDP, UNICEF, WFP, ICRC, and IFRC.) The IASC Task Team on Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse[28] is a forum for the development of joint agency approaches to engagement with crisis-affected populations.[29]

- *Overall, the mechanisms mentioned above show that on one hand, there is serious interest on the question of engagement, and on the other, there is a lack of specificity when discussing engagement.* As noted in Section 5.1, there is a gap between the existing guidelines and tools and the reality of what it means to successfully engage on the ground. OCHA/IASC has included AAP considerations in several recent tools,[30] but none of the organisations we spoke to referred to this material, so awareness seems to remain an issue. CDAC is trying to identify concrete tools that can be used for engagement purposes, but otherwise little is done on the 'details.' Still, this should not diminish efforts thus far – indeed, they have played, and continue to play, a key role in highlighting the importance of engagement and ensuring there is clear awareness of the need to engage and the rights of affected populations to be engaged (i.e., the human rights-based approach).

5.3 WHY INSTITUTIONS ENGAGE: DRIVERS, AND CHALLENGES ENCOUNTERED

From the perspective of an individual organisation, there are a number of reasons for choosing to engage crisis-affected populations before, during, or after the implementation of projects and programmes. Table 3 lists the main reason cited by the organisations reviewed during mapping.[31]

Improves the outcome of activities: Although organisations claim that engagement improves the outcome of their activities, they cannot document experiences attesting to this in a systematic manner. Some respondents thought that their organisation's experiences engaging with crisis-affected populations had modified their programming, but no reviewed organisation had systematic documentation showing that changes had been made resulting from engagement with crisis-affected populations.

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27 See: IASC. (n.d.). IASC Transformative Agenda. Retrieved from https://inter-agencystandingcommittee.org/iasc-transformative-agenda

28 See: IASC. (n.d.). IASC Task Team on Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse (AAP/PSEA). Retrieved from http://interagencystandingcommittee.org/accountability-affected-populations-including-protection-sexual-exploitation-and-abuse.

29 Inter-Agency Standing Committee [IASC]. (2014). Accountability to affected populations, including protection from sexual exploitation and abuse (AAP/PSEA): Task team terms of reference. Retrieved from http://interagencystandingcommittee.org/system/files/legacy_files/IASC%20AAP-PSEA%20Task%20Team%20ToRs%20final%2021%20Jan%202014.pdf

30 See: IASC Task Team on Accountability to Affected Populations and Prevention of Sexual Exploitation and Abuse [IASC AAP/PSEA]. (2012). Accountability to affected populations – tools to assist in implementing the IASC AAP commitment. Also see: IASC. (2015). MIRA – multi-sector initial rapid assessment guidance – revision July 2015 (a joint needs assessment tool that can be used in sudden onset emergencies). Also see: IASC. (2015). Reference module for the implementation of the Humanitarian Programme Cycle Version 2.0 – July 2015.

31 This includes information collected from documents and interviews. The same applies to all subsequent tables in the body of this report.

Improves the efficiency and effectiveness of activities: Although organisations claims that engagement can improve the efficiency and effectiveness of their activities, they have not documented experiences attesting to this in a systematic manner.

Improves the security of the staff delivering aid: NORCROSS, IFCR, ICRC, and MSF noted that if crisis-affected populations understood what their organisations were there to do and how they worked, their staff members were safer.

Improves the access of the agency delivering aid: NORCROSS, IFCR, ICRC, and MSF stressed that only through engagement with crisis-affected populations could they ensure that they were understood as neutral, impartial, and independent agencies and that this enabled them to both gain access to the target group and be able to deliver their goods and services.

Donors demand it: None of the organisations reviewed felt that their donors demanded that they engage with crisis-affected populations.

TABLE 3: WHY DO ORGANISATIONS CHOOSE TO ENGAGE WITH CRISIS-AFFECTED POPULATIONS

Organisation	Improves the outcome of the activity	Improves the efficiency and effectiveness of activities	Improves the security of the staff delivering aid	Improves the access of the agency delivering aid	Donors demand it	It is the right of crisis-affected populations
MSF	x	x	x	x		
NCA	x	x				x
NRC	x	x		x		x
SCN	x	x	x	x		x
NORCROSS	x	x	x	x		x
ICRC	x	x	x	x		x
IFRC	x	x	x	x		x
OCHA	x	x				x
UNDP	x	x				
UNHCR	x	x	x			x
UNICEF	x	x				x
WFP	x	x				x

However, in the survey (see Annex 5), 10 of the 14 organisations mentioned that donors had highlighted engagement with crisis-affected populations. The degree to which this mention influenced the organisations' activities is impossible to determine with the information available to this mapping.

It is the right of crisis-affected populations:
All organisations agree that crisis-affected populations have the right to engagement, which is in line with the MFA's view on engagement. However, it is notable that the main reason for engagement cited by all of the reviewed organisations except UNICEF and SCN was either improvement of outcomes and/or improved security. (UNICEF and SCN see children's right to be engaged as codified in the Convention on the Rights of the Child).

More specifically when do organizations engage and what are the reasons for why they engage during different phases of the project/programme (before, during, after) is detailed overleaf. Table 4 provides an overview of when organisations choose to engage.

As we see from Table 4, most organisations reviewed have experience engaging before, during, and/or after the intervention has taken place. However, each phase in which engagement can occur has individual issues worth considering:

TABLE 4: WHEN DOES ENGAGEMENT TAKE PLACE?

Organisation	Engages (or aims to engage) with crisis-affected populations:		
	Before initiating activities	During activities	After activities are completed
MSF	x	x	
NCA	x	x	
NRC	x	x	
SCN	x	x	x
NORCROSS	x	x	
ICRC	x	x	Currently is exploring opportunities
IFRC	x	x	Relies on remaining volunteers to collect data
OCHA	x		
UNDP	x	x	
UNHCR	x		Identified as the most difficult time frame
UNICEF	x	x	
WFP	x	x	

Engagement before initiating activities:

- The ICRC, NORCROSS, IFRC, NRC, NCA, MSF, SCN, and OCHA note that engagement at the planning stage is important because it can help define the type of activities carried out. These organisations also state that it is easiest to engage people from the start. Reasons for early engagement include securing the safety and security of field staff.

- UNHCR proposed that engagement during this phase can lead to delays in service delivery, to the detriment of the very people who stand to benefit. Hence, there must be a clear analysis of how much time will be invested in engagement to ensure the costs do not outweigh the benefits. WFP, however, counters by noting that time needed to engage crisis-affected populations properly is often overestimated.[32]

- While full-fledged engagement may not be possible before delivering services, some understanding of what the intervention looks like and the needs of beneficiaries are essential. All organisations agreed that not being able to engage before activities should not prevent organisations from engaging soon as possible once they have started.

- In some cases, the deliverers of aid know best what the recipients might need, particularly early in the programme lifecycle. This is based on the assumption that an organisation experienced in delivering goods and services in an emergency might have much better knowledge of what is needed than a group of people who are experiencing a crisis for the first time. This is only true sometimes. For example, emergency health care may be an area in which crisis-affected people may not be well versed on. In such cases engagement may be less essential.

- In some cases, crisis-affected people may know best what they need; an example may be education, as was the case for NORCROSS in Yemen; similarly, SCN has had similar experiences published in the 'Hear It' series.

- 'Urgent 'or 'sudden' emergencies still require engagement. Crisis-affected population may already be involved in activities that could be key to harnessing their capacity for constructive and meaningful involvement rather than well-meaning but destructive efforts.

- All agencies agreed that while sudden-onset crises often make it more challenging to engage the affected population, engagement is still relevant and should be pursued as soon as possible, increasing and/or improving as an operation progresses.

Engagement during activities:

- Engagement during activities can have multiple objectives:

  > Providing information to crisis-affected populations was a key reason highlighted by all organisations.

  > Potentially improving or enabling the delivery of goods and services in an effective and efficient manner.

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32 WFP/EB.3/2000/3-D: WFP participatory approaches p12

> Ensuring accountability (which is less about providing information and more about receiving feedback from crisis-affected populations).

- Lessons learned during one operation can carry over to future planning and programming through organisational efforts to learn from specific experiences or because the staff apply lessons learned.

Engagement after activities are completed: There is little evidence of post-activity engagement with crisis-affected population by the 12 organizations focused upon.[33] However there appears to be a growing focus on engagement with crisis-affected population during this phase.

- The ICRC and NRC noted that they intend to work more actively on post-activity engagement. The organisations are particularly interested in identifying lessons learned that

TABLE 4: WHEN DOES ENGAGEMENT TAKE PLACE?

Organisation	Improves the outcome of the activity	Improves the efficiency and effectiveness of activities	Improves the security of the staff delivering aid	Improves the access of the agency delivering aid	Donors demand it	It is the right of crisis-affected populations
MSF	x	x	x	x		
NCA	x	x				x
NRC	x	x		x		x
SCN	x	x	x	x		x
NORCROSS	x	x	x	x		x
ICRC	x	x	x	x		x
IFRC	x	x	x	x		x
OCHA	x	x				x
UNDP	x	x				
UNHCR	x	x	x			x
UNICEF	x	x				x
WFP	x	x				x

could lead to the general improvement of support provided.

- NORCROSS, as with all other national Red Cross and Red Crescent societies, has a continual presence through volunteers who they can engage after ending direct crisis-related activities. NORCROSS has found that post-activity engagement has helped them to improve their levels of readiness for future emergencies.

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33 Nine of the 10 agencies that responded to the relevant survey question (see Annex 5) claimed to engage with crisis-affected populations after they finished their activities.

• Two key factors were cited as complicating post-activity engagement: There may be no funds to stay behind and take stock, and the beneficiaries may have moved on, making tracing them difficult.

We observed that all organisations felt engagement with crisis-affected populations could not be damaging to their efforts. However, in the absence of clear and systematic engagement experiences, it is impossible to know if this is true. The way that organisations engage varies and is not systematically documented, which makes it impossible to know if there are cases where engagement had damaging effects (and, if so, what they were). What this sentiment shows is that engagement is on the agenda and that organisations are keen to keen to be involved in the discussion.

5.4 TYPE OF ENGAGEMENT: HOW DO THEY ENGAGE?

Our prevailing impression is that individual staff on the ground have considerable influence over how engagement with crisis-affected populations is executed. Interviewees consistently conceded that although general principles on engagement, involvement, and accountability were included in strategies and policies – and dissemination of these policies and principles to the field was increasingly happening – on-the-ground implementation could differ widely. Indeed, we have anecdotal evidence of different experiences, but no documented consistent approaches to engagement that could detail what tools could and should be used where and when (see Box 3), although some organisations are currently working on developing these (see Box 1).

Table 5 delineates the types of engagement experience that each organisation has had or currently has in implementing their operations.

We found the types of engagement are dependent on a number of factors, including what is possible, what is necessary, and the expectations of the organisation and of the crisis-affected population (see Box 4).

Our analysis combined with the findings discussed in this section shows that:

BOX 3: ENGAGING WITH CRISIS-AFFECTED POPULATIONS – EFFECTIVE COMMUNICATION

• **How to effectively communicate:** The ICRC found explaining to crisis-affected people that they needed to boil water for 10 minutes was challenging in South Sudan, where watches and timekeeping are not common. After some inquiry, they found that cleaning the outdoor areas of a homestead took approximately 10 minutes. After that, they delivered the message that all water should be boiled for the amount of time it took to sweep the homestead.

• **The benefit of ongoing communication:** The Norwegian Red Cross and the Red Crescent Society in Gaza found that they were ill-prepared for a sudden escalation of the conflict with Israel. Their first aid kits, which were available in every neighborhood, had been depleted by regular day-to-day use. Therefore, a mechanism was developed that enabled volunteers holding first aid kits to communicate that their kits needed restocking. This demonstrated a need to ensure more active and regular communication with volunteers at all times.

TABLE 5: TYPES OF ENGAGEMENT WITH CRISIS-AFFECTED PEOPLE

Type of engagement	Involvement	Accountability	Participation	Ownership	Intervention as engagement	Activities that rely on passive engagement	Engages in indirect engagement opportunities
MSF	x	x	x				
NCA	x	x	x	x			
NRC	x	x	x		x		
SCN		x	x	x	x	x	
NORCROSS		x	x	x			
ICRC		x	x			x	
IFRC		x	x	x			
OCHA		x	x				Is a coordinating body
UNDP	x	x	x			x	Engages with governments rather than directly with people
UNHCR		x	x				Engages with third-party implementers
UNICEF		x	x			x	Engages with third-party implementers
WFP	x	x	x				Uses implementing partners

- Not all organisations use mechanisms to support the active engagement of crisis-affected populations. Indeed, UNDP, UNICEF, and SCN also include passive engagement practices.

- OCHA, UNDP, UNICEF, UNHCR, and WFP are involved in activities in which they are not providing the good or service, meaning they have indirect engagement opportunities. This should not, however, mean that such agencies have no role to play in ensuring that crisis-affected populations are engaged. In these cases, it becomes relevant whether the contract with the supplier of good and services clearly requires engagement with crisis-affected populations.

- Engagement with crisis-affected populations needs to be tailored to the theme and context. The inability to directly replicate experiences means that making manuals is difficult and that the discussion on engagement can touch upon a multitude of issues. Still, documenting what has and hasn't worked is an important and much-needed step to ensure progress and systematically learn from experiences.

- In some contexts pre-implementation mission to discuss issues with crisis-affected populations may not be possible, however it may be possible to start engagement simultaneously alongside activities.

BOX 4: HOW TO ENGAGE: EXPERIENCES

What crisis-affected populations want: The Norwegian Red Cross highlighted that in some cases, the crisis-affected population demands information on specific issues. In Yemen, for example, information on access to education was a consistent demand.

What organisations need: Both NRC's and NCA's experience in Syria was that being able to engage with local partners through remote management tools was essential to carrying out their work.

Tools used in engagement: When asked about how they engage, organisations had traditional responses such as focus group facilitation, community meetings, suggestion boxes, and radio programmes (both one- and two-way).

Specific tools used: The Norwegian Red Cross uses the Vulnerability and Capacity Assessments as a general tool for different environments as a first step to determine what kind of engagement is relevant; the community-based health and first aid approach is used as a surveillance tool during health-related crises and epidemics. The ICRC has checklists intended to ensure that crisis-affected populations are engaged with. Other organisations such as UNHCR also use community mapping tools, but elements such as which one and how in-depth it will be are determined on a case-by-case basis.

Technology: The Red Cross and ICRC have been experimenting with the use of mobile technology to provide information to large groups; they are now also exploring options whereby crisis-affected people are able to send information to the agency as a reply to a mass email without including any other recipient. In Syria and Somalia, NRC uses mobile technology to remotely control their operations through local partners, and the organisation has contacted beneficiaries by calling them to ask specific questions. Others mentioned that technology included tools used, but did not speak of it concretely.

- Early engagement can take a less thorough, 'quick and dirty' form compared with other forms of engagement. However, this may be all that is possible and may still be useful to both the organisation delivering aid and to the people affected by crisis.

- A mechanism for on-going engagement requires an effort that far exceeds the one-off nature of engagement before or after a project is implemented. Indeed, the information collected must be efficiently and effectively managed for it to impact on-going activities

- Engaging in complex environments such as conflicts or emergencies may be more difficult, as experienced by NRC in some cases; it may cause delays as was noted by UNHCR, or it might be more welcome and easier as noted by NORCROSS. The organisations' different perspectives suggest that each case is unique and that organisations must adapt to each situation.

- SCN, ICRC, and WFP all noted that their organisations try to use feedback mechanisms that can help adjust programming during implementation. While real-time data collection to support adjustments to programming is not implemented broadly and systematically, there is a growing trend to more actively engage crisis-affected populations throughout the process of goods and service delivery.

- ICRC, IFRC, NORCROSS, MSF, and UNDP mentioned that considerations on the best way to provide information or the message's packaging proved essential (see Box 1).[34]

- A move toward anonymous information exchange rather than face-to-face engagement is on the rise as a result of the use of mobile technologies. This type of engagement is limited to informing on what should be done rather than actively finding alternatives.

- The use of new technology can facilitate the collection of data during an operation.

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34 NORCROSS listed numerous experiences that they have had working directly with communities to support the delivery of goods and services. Examples of this include working with communities to increase preparedness to natural disasters in Cuba; identify and train most vulnerable groups on first aid to reduce death and mitigate the health impacts of injuries in Gaza.

BOX 5: PASSIVE ENGAGEMENT AND THE USE OF TECHNOLOGY

Passive engagement is not a new approach. Historically, many organisations have expected that the target group would voluntarily engage. However, once a party chooses to voluntarily engage, engagement became somewhat personalized. The advent of technology such as mobile phones and programmes that enable cheap, fast communication such as instant messaging enable the delivery of information to large populations, as well as enable the voluntary participation of large groups. To this end, the main shift has been that passive engagement meant that individuals had to make a concerted, visible effort to engage, while mobile technology has simplified the process and enabled large groups to engage if they wish.

- It appears that when the project aims to deliver information, engagement with the crisis-affected population has most often led to shifts during projects' execution. Changing the way information is provided or what information is provided seems to be easier than changing a project that delivers a tangible good or service (e.g., food aid or education facilities).

- Organisations often lack post-activity engagement with crisis-affected people as part of the project. However, when an activity evaluation is conducted, this often includes engaging with beneficiaries (who in this case would be crisis-affected).

- Approaches to engage with crisis-affected populations vary from one phase of a programme to another (i.e. before, during or after), hence success engaging with crisis-affected populations during one phase does not guarantee success in other phases. NRC noted that in their experience, *success in one phase did not mean success throughout* and that although they have had successes, they feel that in Zimbabwe, the Horn of Africa, and Syria,[35] they are working hard to improve their post-activity engagement.

- Scaling up from a small project to the larger one is challenging, as NCA highlighted based on their experiences in the field.

35   See: NRC. (2014). *Ockenden International Prize 2014: NRC Zimbabwe statement.* Also NRC (BRCiS). (2014). *Community baseline: A survey on resilience in South Central Somalia.*

- All organisations engage with crisis-affected populations to promote accountability. In some phases, accountability is directed toward the crisis-affected population (for example, when providing information about the goal, objectives, or organisation's position). In other cases it is directed towards themselves and to donors to help ensure their operations were executed in the best manner and improved their impact, a key objective for accountability. However, few organisations engage in post-activity accountability, meaning this type of accountability is limited to engagement during the operation.

- *We also found individual case stories and documents attesting to the aims and practices of the reviewed organisations (see Table 5). What the data shows is that organisations have experience promoting involvement or accountability, or ownership etc. However, this does not mean that all of their activities engage crisis-affected populations in this way, nor does it tell us how successful engagement has been in attaining their goal of improved involvement, accountability, participation, or ownership.*

5.5 WHO TO ENGAGE? THE CHALLENGES

In examining the practice of engagement, we found that there were no standard mechanisms delineating who should be engaged and how they should be targeted.[36] All interviewed organisations agreed that engagement must be meaningful and that this means reaching all relevant populations. But who are the relevant populations and what are the challenges encountered in reaching them?

- Overall, all organisations agree that some subgroups of crisis-affected populations were more difficult to engage that others, particularly in participatory efforts. The following organisations have focused, or are currently focusing, special attention on the diversity of or hard-to-reach crisis-affected populations:

36   The literature on engagement with crisis-affected populations dates back decades, with one of the seminal publications published in the late 1980s: *Rising from the Ashes: Development Strategies in Times of Disaster* by Peter Woodrow and Mary B. Anderson. This publication was followed a decade later with numerous additional works under the 'Do No Harm' banner. In 2003, the Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) produced a handbook for practitioners titled *Participation by Crisis-Affected Populations in Humanitarian Action*. In it, the authors write that while engagement was already a key issue of discussion, few tangible examples could be found. The aim of the manual was to identify key questions and map likely relationships or points of engagement with crisis-affected populations, thus enabling practitioners to envisage what participation might look like in their arena of intervention.

> UNHCR highlighted the need to target women, children, people with disabilities, and the elderly in their most recent strategy.

> WFP's 2006 'targeting in emergencies' policy highlights the need to ensure that their vulnerability analysis and mapping (VAM) system is used to identify the target population for an intervention includes marginalized groups.[37]

> SCN notes that engaging with crisis-affected children is part of the mandate outlined in their strategy, but is a difficult task to comply with.

> The IASC/OCHA Multi-Sector Initial Rapid Assessment tool emphasises that the composition of the affected population is important to analyse.[38]

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37   See for instance: WFP/EB.1/2006/5-A: WFP Targeting in emergencies, paragraph 9.

38   See: IASC. (2015). MIRA – multi-sector initial rapid assessment guidance – revision July 2015 (a joint needs assessment tool that can be used in sudden onset emergencies) (see figure 9 pg 11, originally published 2012. Also see: https://humanitarianresponse.info/miratoolbox for more details.

> NRC mentions the need to improve their ability to reach 'the right people' as a key area for future improvement. Their programme policy notes the need to analyse the composition of the target population to reach those most in need.[39]

• Engaging women and the most vulnerable groups is of particular importance to Norway. Indeed, gender is systematically included in all contracts with funded organisations. There appears to be growing attention on gender and the most vulnerable groups in efforts to engage with crisis-affected populations. UNHCR, WFP, and IASC/OCHA note this in their efforts.

• Communities experiencing crisis jointly may already have structures that represent them or through which they work. However, these structures may or may not be able to consider the needs of all the subgroups. Agencies depend on being welcomed by the host government, which means that local

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39   NRC. (2012). Programme policy, p. 8.

governments can also influence engagement and that engagement can become politicised. Although no organisation highlighted this issue, there is historical evidence of organisations that were not permitted to work in particular areas or with particular groups. In Somalia, for example, organisations found that working with any community must be carefully balanced politically – that is, different clans must be engaged equally regardless of the direct needs of the population. When engaging in complex settings, being able to know how the crisis population is composed and even gaining reasonable access to them depends both on the local power structures, as well as on local partnerships (including the permission and or support by the national government). SCN, NRC, and NCA – in Syria particularly – found that their local partners were the key way to secure their ability to work. The IFRC noted that local volunteers were the key to their ability to engage.

• In cases where the support of local partners cannot be secured, remote management was a way around this challenge. NRC and NCA

explained that they have had successful experiences with remote management of activities. Additionally, the role of the local population may be an obstacle to meaningful and useful engagement. They may not, for example, have the skills or knowledge to accept the type of support being provided and hence block engagement. Examples of this include the recent Ebola crisis (2014) in which organisations found that their efforts to share information and engage with local communities were truncated by local population that had belief systems contradicting the information being shared. This type of situation highlights the importance of having an effective way to communicate and an effective message (see Box 2).

• Organisations highlighted that ensuring that all sub-groups within a crisis-affected population are engaged requires additional time, which in turn can mean delays in the provision of support. Since the major concern shared among implementing partners regarding engagement with crisis-affected populations has to do with the possible delay in the

provision of services due to engagement efforts, it is important that targeting harder-to-reach subgroups is also carefully considered. At what point does the representation of a single subgroup take so much time that the benefits outweigh the cost? This is an important question with which the organisations grapple.

It is clear that it is possible that not everyone will be equally represented in every case. However, efforts should be made in each case to ensure that the majority of the crisis-affected population are engaged in an equitable manner given the available resources. Overcoming local challenges to engagement, such as reticence by the local government or local communities, is a problem that is recognised, but has not been examined systematically by the reviewed organisations. Evidence of approaches to resolve the aforementioned challenges by the reviewed organisations is circumstantial.

5.6 OBSTACLES AND UNINTENDED CONSEQUENCES

Mapping identified several obstacles to engagement and unintended negative consequences from engagement:

• ICRC, IFRC and NORCROSS noted time pressure, lack of resources and/or security concerns as reasons why an organisation should engage, meaning that engagement with crisis-affected populations can secure the safety of the organisational staff and enable the more efficient and effective delivery of goods and services given limited time and/or resources.

• Organisations also listed security as a reason for why engagement had to stop or could not commence. This seems to be the case when organisations cannot be present and rely on remote administration through organisations or remote delivery of goods (e.g., air drops).

• UNHCR and WFP noted that engagement with crisis-affected populations can incur additional costs and that not all donors are keen to foot the bill.

- ICRC has found that identifying mechanisms to effectively communicate some messages can be difficult and requires time, attention, and commitment.[40] The dedication to finding an adequate solution may be an obstacle to effective engagement.

- UNHCR highlighted that delays in the provision of services could be an unintended consequence of engagement. This was particularly highlighted as a challenge when wanting to engage all cross-sections of the population. Therefore, it is important to accurately weigh the benefit of engaging all sub-groups with the time and costs of engaging.

- NORCROSS noted that in some cases, they have been accused of not working in line with their organisational principles. This has been an unintended consequence of working in situations where they are the only (or one of the few) implementing agencies on the ground.

In terms of obstacles and unintended consequences, from the organisation's point of view, some progress is being made in the development of tools to engage effectively (see Box 1). The other issues may or may not affect a specific intervention and require case-by-case attention.

40   For example, obstacles could include information that is completely unfamiliar to the target group, or information that seems not sensible or against their cultural or religious practices.

6. Conclusions

In this section we present our prevailing impressions based on the review of documents and interviews conducted. The MFA has responded to the issue of engagement with crisis-affected populations by:

- Supporting efforts at the policy level to move the discussion forward.[41]

- Focusing on the human rights-based approach, as well as on the most vulnerable groups and on gender.[42]

- Working with and supporting the UN system in efforts to make progress on promoting engagement with crisis-affected people[43].

However, the MFA has not yet included engagement with crisis-affected populations as a key condition in contracts with implementing

agencies, in the agenda of meetings with implementing agencies, or as a formal criterion for selecting implementing agencies.

Our prevailing impression from the data collected on the funded organisations is that:

- A key factor driving engagement is the desire to design and execute programmes that have the best possible chances of success by being more innovative and responsive, particularly in complex, volatile, and/or foreign contexts. This was consistently attested to by the organizations interviewed.

- Each organisation decides the details of engagement (how to engage, with whom, and when) on a case-by-case basis. This was consistently attested to by the organizations interviewed. There is, however, an on-going effort by some agencies to codify the 'how to' engagement with crisis-affected populations in more detail.

- Organizations currently actively engaged in trying to delineate mechanism of how to engage with crisis-affected populations, such as the ICRC, highlighted that developing a nuanced and adept mechanism to engage crisis-affected populations is not always a simple or quick undertaking. It may require considerable attention, expertise, time, and funding. All organizations interviewed generally agreed with this view.

- Post-activity engagement appears to be the most neglected in terms of time, attention, and funding. This was clear from both the review of documents and discussions with interviewees.

- The prevailing view amongst organizations interviewed is that engagement with crisis-affected populations has few, if any, downsides, and it poses few, if any, threats. Indeed, the downsides noted are all linked to inappropriate approaches. However in the absence of systematically documented experiences and a rigorous analysis of these it is not possible to know if this impression is consistently valid.

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41   These efforts are supported by data collected during interviews and by the role played by Norway in high level meetings.

42   These efforts are documented in MFA documents, including where relevant in contractual documents with implementing partners.

43   These efforts are supported by interviews and documents attesting to the role played by Norway in meetings with UN Agencies and other relevant events.

7. Recommendations

This mapping shows that a lot of attention is increasingly being paid to engagement with crisis-affected populations. Still much needs to be done to promote the professionalization of the field (i.e. the systematic learning from experiences and the identification of engagement mechanism and approaches that are tried and tested). In line with this the following recommendations are based on the premise that the Norwegian government (MFA, Norad and relevant Embassies), as an important actor in the humanitarian arena, is in a position to support the further professionalization of the field of engagement with crisis-affected populations.

• The Norwegian government continue its high-level policy work with IASC and OCHA to influence the accountability issue across the humanitarian sector.

• The Norwegian government consider including the issue of engagement with crisis-affected populations in the annual humanitarian report to increase the visibility of and practical engagement with the issue.

• The MFA consider adding a section highlighting the expectation that crisis-affected populations will be engaged in relevant grant contracts and framework agreements. The accountability portion of the CERF's application templates is an example of how this could be done.

• The MFA consider requesting that engagement by funded agencies include post-activity engagement efforts and that lessons learned are systematically documented.

• HUMSEC include in the 'ordningsreglement' a requirement to review the engagement issue and accountability measures in a grant proposal before making a funding decision.

• Norad consider commissioning a study to gain a better understanding of how well the documented policies, strategies, and operational mechanisms translate into tangible activities on the ground, and how these activities need to be (and are) modified to produce the best results. There is limited documentation on how different organisations engage with crisis-affected populations in different contexts, and given the limited scope of this mapping exercise, it has not been possible at this time to compare contracts and identify what type of practice works best when and where; such a study would require a far broader scope than the one for this mapping.

• The MFA's NGO partners should take note of the work emanating from the IASC task team. They should review how the AAP tools, frameworks, and manuals could support or be aligned with their efforts toward developing sound engagement practices through the CHS.

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To spot check the MFA archives for documentation about engagement, we selected 30-plus case numbers out of 130-plus hits on general humanitarian matters, as well as 20-plus grant-related case numbers from the 960 grants. From the 700-plus documents listed from these samples, we selected approximately 200 for further scrutiny based on the type of document or title. The objective of the search was to single out documents where implementation methodology or approach was likely to be detailed. Some dealt with countries or crises that have received approximately half the money provided by Norway over the time period studied (namely, Somalia, Afghanistan, Pakistan, Syria and neighbouring countries, Sudan, South Sudan and the Democratic Republic of the Congo). Others were framework agreements and related discussions, grant proposals, grant letters/contracts and reports, discussions about changes or adjustments to proposals or reports, and minutes from annual meetings with partners. The materials included correspondence or comments about UN agencies and NGO partners in these or other humanitarian interventions.

Although only a small part of the total document universe on humanitarian issues has been reviewed, the review was done in a manner that would suggest that it is representative of the general practice (see methodology).

Annex 1: Terms of reference for a desk study: engagement of crisis-affected people in norwegian humanitarian aid

INTRODUCTION

A recurring criticism of humanitarian aid agencies is their role in reinforcing an image of the crisis-affected persons as helpless victims (Barnett 2011, Harrell-Bond 1986). This is one reason why the international aid system has shown a growing interest in increased engagement of crisis-affected people in planning, implementation, monitoring and evaluation of programmes. Currently, there is broad agreement about the importance of engagement with the crisis-affected people in humanitarian aid[45]. This is grounded in a human rights-based approach to aid, and is reiterated in key humanitarian principles, such as in Good Humanitarian Donorship Principles[46], and in the Inter-Agency Standing Committee's policies and operational guidelines[47].

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[45] Brown, D. and Donini, A (2014) «Rhetoric or Reality? Putting Affected People at the Centre of Humanitarian action." ALNAP study. London: ALNAP/ODI.

[46] Principles and Practice of Good Humanitarian Donorship (2003), Principle 7 states: «Request implementing humanitarian organisations to ensure, to the greatest possible extent, adequate involvement of beneficiaries in the design, implementation, monitoring and evaluation of humanitarian response.» (See http://www.worldhumanitariansummit.org/node/434472)

[47] In 2011 the IASC endorsed Commitments on Accountability to Affected Populations. See fex https://interagencystandingcommittee.org/accountability-affected-people

This study will map if, when, how and why providers of Norwegian humanitarian aid do engage crisis-affected people. The purpose, objective and scope of the evaluation will be clarified below. First we will give a general introduction about the topic, in order to present the context for the evaluation.

THE CONTEXT OF THE EVALUATION

What is engagement?

There are different understandings and definitions of engagement with crisis-affected people. In this ToR we will follow the definition of Brown and Donini (2014), where engagement includes most of these various ways of interaction between those providing humanitarian aid and the crisis-affected. Here, engagement includes information, transparency, participation, dialogue, accountability, collaboration, and decision-making. These different forms of engagement entail various degrees of crisis-affected people's influence on planning, implementation, and monitoring/evaluation of an intervention. For example, there is a difference between being informed by an aid agency about food delivery, and being able to influence decisions about when and what kind of food should be delivered. Central for this evaluation study is that the consultants should include a broad range of engagement in the mapping exercise.

Why engagement?

Even though there is a general consent about the importance of engagement, there are different justifications about why it is important. First, a central reason for engagement is rights-based. Participation, consultation, non-discrimination, access to information and accountability are cross cutting principles in human rights norms and principles (OHCHR 2012)[48]. In the Norwegian white paper (report to the Storting) "Possibilities for All: Human rights in Norway's Foreign Policy and Development Cooperation", it is stated that a rights-based approach to humanitarian aid entails a focus on the crisis-affected and includes emphasis on participation, non-discrimination

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[48] OHCHR (2012) «Human Rights Indicators: A Guide to Measurement and Implementation». Office of the High Commissioner of Human Rights, United Nations. http://www.ohchr.org/EN/Issues/Indicators/Pages/documents.aspx

and accountability[49]. Engagement is also important in order for aid agencies to increase their accountability towards beneficiaries[50].

Secondly, many actors argue for enhanced engagement for instrumental reasons. Some reasons that engagement may increase effectiveness of humanitarian aid, for example that interventions will be better tailored to the needs of the crisis-affected population. However, it seems that we know little about the relationship between engagement and effectiveness of humanitarian aid as this is understudied, and hence poorly documented (Brown and Donini 2014).

Increased openness and transparency is also often stated as an effective measure against anti-corruption, however, some evidence suggest that this is more likely when other

anti-corruption measures are in place as well (DFID 2015)[51].

Thirdly, the rationale behind engagement is understood as a means to address structural inequalities and root causes of crises.

In other words, there are various rationales for engagement with crisis-affected persons, and this study should seek to map for which purposes engagement is used in Norwegian humanitarian aid.

Current status
Many actors in humanitarian aid are involved in various forms of engagement of the crisis-affected persons they are aiming to assist. There are also different feedback mechanisms and formal systems in place for ensuring dialog, accountability or participation (Heller et al 2011, Bonini et al 2014). One such is example can be Community-based complaints mechanisms (CBCM). Evidence suggest that crises affected

are more involved in planning and implementation on a project level, but to a lesser degree in broader programming or strategies (Brown and Donini 2014). In terms of different phases of the project cycle, it seems that crisis-affected are less involved in the evaluation phase than in the planning phase (ibid).

One part of the crisis-affected population that is often involved in delivering humanitarian aid is local humanitarian actors, such as faith-based organisations or Red Cross/Red Crescent societies of volunteers. In most crises they perform crucial efforts to save lives. These actors' role are less recognized and documented, but they are increasingly important, especially in places where international agencies lack access and remote management is chosen (Brown and Donini 2014).

We know little about the current status of engagement of crisis-affected people in Norwegian humanitarian aid. This evaluation study should aim at giving an overview of what is documented about the degree of, the purposes of, the various forms of, and the effects of

49   See Meld. St. 10 (2014-2015), section 4.3.2

50   See research on Accountability to beneficaries (ATB) in Heller, O., Költzow S., Vasudevan, R. (2011) «Formal Systems of Constant Dialogue with Host Socities in Humanitarian Projects. Research on Accountability to Beneficaries: Practices and Experiences of Aid Agencies". Geneva: Graduate Institute of International and Development Studies.

51   DFID (2015) «Understanding Causes. Effects, and how to address them: Evidence paper on corruption». Department for International Development, January 2015.

engagement currently performed in Norwegian humanitarian aid.

Various actors amongst the crisis-affected population

The crisis-affected population is usually a quite diverse group that encompasses persons with social, political, economic, and religious differences amongst them. The crisis-affected population may be represented by various groups such as NGOs, local authorities, traditional authorities, marginalized groups etc. It is therefore important that the evaluation consultants find a way to take these differences into account in the mapping.

Various actors within the international aid management

The international aid management also comprises of various actors, and these may differ in the way they are engaging with crisis-affected. The various actors within the international aid management can be different donors, various UN organisations, international NGOs, military and civil defence actors, and private actors. Their various roles in engagement should be specified where relevant in this mapping study.

The state as an actor in engagement?

The state can be both a hindrance and a catalyst to engagement with crisis-affected people. In some instances state actors may be a contributing part in producing the crises, in other circumstances state actors may be vital in facilitating humanitarian access and engagement. Indeed, one may think of the state as an arbiter of engagement with crisis-affected people (Brown and Donini 2014). In this study, therefore, attention should be paid to the particular role of the state in engagement with crisis-affected.

Sequences and phases

As mentioned earlier, it seems that the degree of engagement varies between different sequences of the programme cycle, such as planning, implementation, monitoring and evaluation. Also, engagement may vary between phases and types of crisis. For example, there are differences between organizing deep levels of engagement at the onset of a huge natural disaster, and in a situation of conflict and protracted crisis.

This study should aim to map whether engagement is a more established practice in some of these sequences and phases of crisis, or conversely, whether there is a complete lack of engagement in some situations.

Obstacles to engagement:

Brown and Donini (2014) list several obstacles to engagement. These obstacles are both operational and political.

Some argues that top-down structures are most effective for humanitarian efforts such as saving lives in a crisis, and that this does not necessitate engagement.

Another obstacle may be that participation is a process that seeks change, and thus entails a political interference, which may run counter with humanitarian principles such as impartiality and neutrality. For example, if humanitarian agencies gain access in one part of the country due to engagement, it could be perceived as partial in a conflict situation, resulting in restricted access in other parts of the country.

An ethical obstacle may be that the organisation assess that engagement with crisis-affected populations puts them at risk of theft, violence etc in a conflict situation (Heller et al 2011). Hence, engagement may conflict with the principle of "do no harm".

This study should seek to map what the obstacles to engagement is in Norwegian supported humanitarian aid.

PURPOSE AND OBJECTIVES OF THE EVALUATION

The evaluation purpose is twofold. One is improved knowledge base to enable better strategy and decision making regarding Norwegian humanitarian assistance concerning how to contribute to useful engagement of crisis-affected people in humanitarian programmes, and thereby strengthening a rights-based approach to humanitarian aid. The second purpose concerns accountability, by disclosing how and to which degree agencies implementing Norwegian humanitarian aid facilitate accountability vis-à-vis their beneficiaries.

The main intended users of the evaluation are units in the Ministry of Foreign Affairs and/or Norad involved in strategy and decision making regarding allocations of Norwegian humanitarian aid, expected to make more informed decisions in future allocation of funds via various implementing agencies.

Further, and in line with the second evaluation purpose, other intended users of the evaluations are media and the wider public.

The evaluation objective is to produce an overview of what is already documented about the degree, existing standards, purposes, various forms, and the effects of engagement currently performed in Norwegian humanitarian aid, and to identify patterns in terms of differences between channels (multilaterals, NGOs etc), and types of actors, forms of crisis, and through different phases.

EVALUATION SCOPE

The evaluation scope includes documented practices and lessons learned of engagement of crisis-affected in Norwegian humanitarian aid from 2012- today.

The evaluation shall be based on project documentations, project reviews and evaluations, and interviews (in Oslo or by telephone) with relevant organizations.

Estimated workload: maximum 315 consultants hours (9 weeks).

EVALUATION QUESTIONS

The following evaluation questions will guide the evaluation and will be answered to the degree existing documentation are available.

- What are the implementing organisations´ policies, procedures, standards, systems and practices for engagement of crisis-affected?

- What types of engagement (information, consultation, participation, collaboration) is used when (phase or type of crisis) by whom (what kind of implementing agency)?

- Are there examples of how engagement with crisis-affected influence programme planning, implementation, monitoring and evaluation?

- What are the drivers for engagement and what are the obstacles against engagement?

- In what types of situations have agencies considered engagement, but opted not to, and what were the reasoning behind the decision?

- What is the role of the Norwegian Ministry of Foreign Affairs as donors, in promoting or discouraging engagement?

- How can humanitarian aid engage with the most vulnerable population?

- What is documented about the role of the host state in either facilitating or hindering engagement between humanitarian organisations and the crisis-affected population?

- What are the unintended consequences of engagement?

EVALUATION METHODS

Desk review: The consultants shall collect all relevant documents and to supply these documents with a few interviews with relevant persons.

Selection criteria: Depending on the amounts of documentation about engagement available, the consultants may need to draw a selection for closer the analysis. Criteria for the selection shall be discussed and agreed upon with the Evaluation Department in the inception note.

Analysis and mapping: The collected documents shall be reviewed and analysed, leading to a mapping based on useful categorizations of degrees of engagement, groups of crisis-affected, phases of projects, types of crisis, and other relevant categories. The study should also identify what is known and documented about engagement, and identify issues we know less about.

Comparables: The consultants should compare various relevant categories. Relevant comparisons are between the various implementing partners and the different forms of engagement.

DELIVERABLES
- Inception note (2 pages, delivered three weeks after contract signed), focusing on methodological issues, to be approved by the Evaluation Department.

- Written report around 20 pages (excluding annexes). We expect the report be written in a clear language, and logically structured. The report shall include an executive summary, introduction, methodology, findings, conclusions and recommendations, as well as relevant annexes.

- Dissemination seminar in Oslo

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Annex 2: List of people interviewed

Name	Actor	Title	Date interviewed
Ballestad, Gry	SCN	Humanitarian coordinator	August 7, 2015
Bonsignorio, Michaela	WFP	Gender advisor, Policy and programme department	June 24, 2015
De Valon, Astrid	UNHDC	IASC AAP PSEA Task Team Coordinator	July 16, 2015
Demers, Eric	NRC	Head of core competency section, field operations department	June 17, 2015
Dhur, Agnes	ICRC	ECOSEC	July 6, 2015
Espana, Andres	NCA	Humanitarian Advisor WASH and Humanitarian Response Team	August 6, 2015
Eyster, Elisabeth	UNHCR	Head of Unit of Internally Displaced People	July 16, 2015
Fraccaroli, Francesca	OCHA	Senior Humanitarian officer, Inter-cluster coordination section, Programme support branch	August 6, 2015
Gebre, Channe	SCN	Senior monitoring and evaluation advisor SCN	June 23, 2015
Howe, Paul	WFP	Chief, emergencies and transitions unit, Policy and programme department	June 24, 2015
Jensen, Michael Selch	OCHA	CERF Secretariat, Chief, Performance, Monitoring and Policy Section	August 6, 2015
Janssens, Bart	MSF	OS Belgium Programme director	July 23, 2015
Lind, Kyrre	MSF	Head of programs, MSF Norway	June 23, 2015
Nakamitsu, Izumi	UNDP	Assistant Administrator UNDP	June 23, 2015
Pohl, Scott	UNHCR	Senior Community Based Protection Advisor	July 16, 2015
Rode, Finn Jarle	IFRC	Regional Representative	July 6, 2015
Rothing, Jacob	NORCROSS	Regional Representative	July 22, 2015
Stoll, Philippe Marc	ICRC	Deputy Head of Public Communication Division	July 20, 2015

Name	Actor	Title	Date interviewed
Vatne, Ingun	MFA	Deputy director Humanitarian section	July 29, 2015
Winters, Cara	NRC	Monitoring and evaluation advisor	July 10 2015
Wylie, Andrew	OCHA	Chief, Programme support branch	August 13, 2015
Broers, Ramon Olaf	UNICEF	Humanitarian Affairs Officer	August 17, 2015
Margot Skarpeteig	Permanent Mission of Norway in Rome (resp. for WFP)	First Secretary	October 16, 2015
Rebecca Skovbye	WFP	Policy Officer (Protection & Accountability to Affected Populations)	October 19, 2014
Sarah Mace (joint interview with Rebecca Skovbye	WFP	Policy Officer (APP)	October 19, 2014

Annex 3: Summary background of reviewed organisations

In this annex, we provide a brief overview of the organisations that receive the majority of the funding that Norway allocates to humanitarian interventions.

MÉDECINS SANS FRONTIÉRES (MSF)

MSF is an independent humanitarian organisation that provides medical services to countries in crisis, and it is currently active in a large number of countries around the globe. MSF implements its programmes itself, normally under an agreement with national health authorities in the country of operation. MSF is thus a personnel-heavy organisation with thousands of international and national staff. Operations are run through five operational centres. MSF has a strict policy of staying independent of institutional donors, being able to define operational policies and make decisions without interference. Approximately one-tenth of its funding comes from donors such as the Norwegian government.

NORWEGIAN CHURCH AID (NCA)

NCA is the aid organisation of the Norwegian Church and has a strict diaconal mandate. Most of its activities are development-oriented. Even though it has several country offices in crisis theatres, NCA does not normally implement projects itself; instead, it works through local religious partner organisations or through the Action by Churches Together International (ACT) network, pooling its funding with similar church organisations. Water and sanitation is a key NCA competency in humanitarian operations, and it is part of the Norwegian Emergency Preparedness System (NOREPS). Norad and MFA funding constitute more than 80 per cent of the organisation's budget; however, MFA humanitarian funding only accounts for a small proportion.

NORWEGIAN REFUGEE COUNCIL (NRC)

NRC received the highest proportion of the Norwegian funding during the period studied: more than 20 per cent of the total available funds over the five years studied and nearly a quarter of all 2014 funds. However, the MFA funds make up less than 50 per cent of the annual NRC budget; NRC is a professional humanitarian NGO working at all levels of the humanitarian system. NRC has more than 20 large ongoing country operations, which are independently implemented by their staff or in partnership with UN agencies or other organisations. NRC currently works in all major crisis theatres, providing assistance on legal aid, education, shelter, food security, and water, sanitation, and hygiene. NRC also engages in substantive advocacy work and has a framework agreement with the MFA. In addition to its programmes, NRC also manages the MFA-funded Norwegian Capacity Database roster system (NORCAP) that enables swift needs-based fielding of humanitarian experts.

OFFICE FOR THE COORDINATION OF HUMANITARIAN AFFAIRS (OCHA)

OCHA is the UN secretariat agency responsible for bringing together humanitarian actors to ensure a coherent response to emergencies. OCHA is also mandated to ensure there is a framework within which each actor can contribute to the overall response effort, and it manages the CERF. OCHA chairs the Inter-Agency Standing Committee (IASC) and is responsible for mobilising and coordinating humanitarian action in partnership with national and international actors in disasters and emergencies.

RED CROSS FAMILY

The Red Cross Family includes the IFRC, composed of the national societies such as NOR-CROSS, and the ICRC. The national societies' mandate differs somewhat from the ICRC's in that the former's is to have a permanent presence in the country where they work; the presence must be nationwide and includes both the basic provision of care (such as ambulance services) and support in crises and emergencies. The societies count on staff, but also rely extensively on volunteers. The ICRC, on the other hand, focuses much more on the provision of goods and services during emergencies and on serving as a neutral party advocating for the protection of inmates and serving as a negotiator or advocate for the rights of vulnerable individuals. All members of the Red Cross family are governed by principles of neutrality and impartiality as relevant to their provision of care.

SAVE THE CHILDREN NORWAY (SCN)

SCN is a member of the Save the Children International alliance, mainly working on long-term development programmes targeting children and their families. Such programmes are implemented through the alliance's country offices, all of which are line-managed from the London headquarters. Humanitarian interventions with Norwegian funding are handled as separate contracts with the relevant country offices. In all programmes, local partners implement the activities. SCN also has programmes in Norway. MFA humanitarian funding finances only a limited portion of SCN activities.

UNITED NATIONS CHILDREN'S FUND (UNICEF)

The principal mandate of UNICEF is the care of both children and mothers. The focus over time has centred more specifically on children and more broadly on caregivers' potential effect on fulfilling the rights of the child. Since the Convention on the Rights of the Child came into force in 1989, much of UNICEF's activities – and more importantly, its approach – has been governed by the convention. In terms of engagement, the convention makes the need for children's participation a key tenet for fulfilling their rights. Hence, UNICEF is an agency that has a defined mandate to engage their beneficiary group.

UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)

UNDP, a UN agency, is present in nearly all countries and is primarily a development entity. UNDP works primarily with government partners and has a long-term presence and work plan for most of its activities. However, UNDP becomes involved in humanitarian operations through the resident coordinator role and has, for this purpose, been designated an Emergency Response Unit (ERU) to support country offices that suddenly find themselves in a humanitarian crisis setting. The MFA funding was channelled through the CERF.

UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR)

UNHCR's overall mandate is to care for the welfare, rights, and well being of refugees. In some contexts, the organisation has also worked with internally displaced persons. UNHCR is involved in the direct provision of goods and services, from registration to the return of individuals who have fled their homeland due to crisis or disaster. In addition to the direct delivery of support and services, UNHCR is responsible

for coordinating support by other agencies and is mandated to work on the refugee problem more widely. Insofar as they engage directly with fleeing or asylum-seeking parties, UNHCR serves as a direct conduit to crisis-affected people. The agency currently conducts operational activities in 123 countries.

WORLD FOOD PROGRAMME (WFP)
The overall mandate of WFP, a UN agency, is to end world hunger. In its humanitarian capacity, WFP attempts to meet emergency and protracted relief-food needs, support economic and social development, and promote world food security – principally through the organisation of large-scale distribution efforts into areas where crisis-affected population reside. WFP has an operational presence throughout the world and a tradition of partnering with governments, other UN agencies, and NGOs. It has a framework agreement with the MFA and is a major recipient of CERF funds.

Annex 4: History, policies, strategies, and on-going efforts in detail

This table provides a summary of the information found in policies, strategies, and other relevant documents and interviews conducted. It aims to provide an overview of the organisations' background on engagement with crisis-affected people, as well as the content of strategies and policies. It also includes a bird's eye view of each organisation's current focus related to engagement with crisis-affected populations.

Organisation	Historical and documentation background	Contents of policies/strategies	On-going or future steps to be taken
MSF	Traditionally, MSF has felt that engagement with crisis-affected people was an issue more relevant to the development sector. However, in practice, their experience shows that engagement with crisis-affected people was a central element for many of their activities, not only those related to development.	The 2014 to 2016 prospect by MSF Belgium (to which Norway belongs) has highlighted engagement in the form of community connection as an area requiring institutional attention and further development.[52] The aim is to ensure that their role and services are understood, and that they reach the entire target population. In addition, staff safety is improved by proper engagement.	A focal point has been hired in Operational Centre (OC) Belgium to push the issue further. There may be efforts to work on staff attitudes in the field. But MSF admits they are still at the exploratory stage on systematizing lessons from some of their operations.
NCA	As a member of the ACT alliance,[53] the organisation is bound by alliance principles. Engagement with – and the involvement of – target populations is well integrated into various aspects of NCA. Seven of the 12 ACT principles strongly relate to engagement in a broad sense, including participation, empowerment, accountability, and resilience. NCA has developed training on accountability and applied it in the majority of offices. But it is unclear if the humanitarian and development sections are equally involved in these efforts.[54]	Engagement is strongly supported throughout NCA's 2011 to 2015 strategy. NCA will focus on accountability mechanisms toward rights holders, host communities, partners, and other stakeholders in line with the HAP principles. NCA will also encourage Norwegian donors to give attention to developing downward accountability mechanisms.[55]	NCA has an accountability framework detailing engagement principles. All programmes must adhere to the framework and report on it.[56] Staff training materials focusing on engagement, involvement, and accountability are produced for local settings such as the Syria conflict.[57] It is also worth noting that the agency is committed to meeting the demands of the CHS' new humanitarian strategy for 2016 to 2020. In addition, the new NCA humanitarian strategy places engagement with disaster-affected populations at the centre of the NRC response
NRC	For two consecutive years, NRC has included quality of engagement efforts as an element of all self-commissioned evaluations. The findings from these evaluations have been summarised in NRCs annual learning review.[58] The conclusion from these reviews is that NRC is good at engagement in the initial stages of operations, but can improve in subsequent stages.	Programme policy documents show that participation of displaced populations in the selection, design, and organisation of provided assistance is an objective of all interventions. Its relatively new partnership policy contains the same strong commitment to engagement.	Support tools such as a newly developed mobile needs assessment app can be used by beneficiaries.[59] Indicators, frameworks, and training material to support appropriate engagement in all phases of programming are under development and will be available in 2016. Focus on engagement and accountability in evaluations will continue.

Footnotes

52 MSF Operational Centre Belgium. (2013). Operational prospects OCB 2014-2016, p. 26.

53 The ACT alliance is a coalition of more than 140 churches and affiliated organisations working together in more than 140 countries. See: http://www.actalliance.org/about.

54 NCA. (2014). NCA's annual progress report to HAP International. Retrieved from http://hapinternational.org/pool/files/NCA%20-%202013%20HAP%20Annual%20Report.pdf

55 NCA. (2010). Global strategy 2011-2015. Retrieved from https://www.kirkens-nodhjelp.no/globalassets/strategiske-dokumenter-og-foringer/globalstrategy-2015.pdf

56 NCA. (2013). Norwegian Church Aid's accountability framework. Retrieved from https://www.kirkensnodhjelp.no/globalassets/strategiske-dokumenter-og-foringer/nca-accountabilityframework.pdf

57 NCA n.d.: Accountability in NCA – powerpoint presentation on HAP standards and NCA's implementation of these and NCA n.d: Ahmed's journey - Introductory workshop on accountability. Powerpoint presentation for training workshops on accountability in field.

58 NRC. (2015). Annual learning review – Are we reaching the right people? Highlight of findings from 13 NRC evaluations undertaken in 2014

59 NRC. (2013). Global partnership agreement with MFA and NORAD 2013-2015.

Organisation	Historical and documentation background	Contents of policies/strategies	On-going or future steps to be taken
SCN	SCN operates under the banner of the 1989 Convention on the Rights of the Child, Article 12 of which notes that children have the right to participate in decision-making processes that may be relevant to their lives.[60]	Its 2014 to 2017 strategy states that children should both hold adults accountable and be involved in SCN decisions on planning, implementation, and evaluation for projects and programmes. It is, however, unclear whether this also applies to humanitarian programmes, as the distinction is not made.	The new global strategy will better address issues such as accountability, involvement, and participation. SCN has made tools for engagement with children in humanitarian settings,[61] but SCN representatives admit that implementation is an area requiring improvement.
NORCROSS	Engagement is rooted in NORCROSS' mandate to provide services in Norway, and it relies heavily on volunteers for service provision. Embedded in their mandate is the need to be accountable to service recipients and funders.	The current strategy (2015 to 2020) makes specific mention of the need to increase and improve accountability to local populations and, within that, the levels of engagement with crisis-affected groups. It highlights the need for transparency, participation, monitoring, and evaluation.	NORCROSS is currently working on identifying mechanisms to engage groups that are hard to engage in a participatory, two-way manner (for example, inmates).
ICRC	The overarching strategy does not mention engagement, but implies it. However, the approach used by the ICRC is one that invests considerably in engagement. Indeed, they have dedicated considerable resources to developing tools and approaches to ensure engagement with crisis-affected populations is adequately addressed. These efforts date back to the mid-'90s, when the ICRC's protection department produced an internal methodological guide on protection of the civilian population with specific activities to engage crisis-affected communities in self-protection initiatives; the guide was updated in 2010. In September 2014, the ICRC economic security department produced an executive brief on AAP that details how programmes should be designed and implemented to ensure that people are at the centre of the department's activities. It is worth highlighting that the new strategy (2015 to 2018) – which covers the current period, but falls outside the mapping period – articulates engagement as a strategic objective.	The overarching strategy does not mention engagement or elements of engagement specifically, but it is implied. However, additional strategic documents and notes specifically mention engagement, such as the economic security department's AAP brief, which details how programmes should be designed and implemented to ensure accountability and engagement.	ICRC is actively engaged in developing and designing engagement mechanisms that will better respond to their needs for engaging with crisis-affected populations, to be completed later this year. The ICRC is aware of the challenges encountered in communication, and hence their approach to developing tools is a social, scientific, and even anthropological one for questions of engagement. Specifically, the issue of engagement is more clearly delineated in the ICRC 2015 to 2018 strategy and in the ICRC External Communication Doctrine 7.

60 Since the adoption of the Convention on the Rights of the Child, an ongoing discussion regarding what constitutes meaningful participation has ensued. See United Nations Children's Fund (UNICEF). (n.d.). Fact sheet: the right to participation. Retrieved from http://www.unicef.org/crc/files/Right-to-Participation.pdf

61 For an example, see: Save the Children UK. (2013). Guidelines for children's participation in humanitarian programming.

Organisation	Historical and documentation background	Contents of policies/strategies	On-going or future steps to be taken
IFRC	Engagement with crisis-affected populations is rooted in IFRC's founding principles, as each society has an obligation to provide services to its home country, engage volunteers, and be accountable to both their donors and beneficiaries.	IFRC has a broad general strategy that focuses on transparency and accountability in broad terms. They also have a strategy that focuses specifically on a 'beneficiary communication strategy' (2015 to 2017). This strategy speaks primarily on mechanisms to provide rather than exchange information. However, ICRC also has an accompanying document that details the minimum standards of action, which details transparency, accountability, participation, and complaint and response as central to engagement. In addition, they have other strategies detailing how engagement should be done in different geographical areas (for example, a strategy on how they will tackle engagement more broadly in Africa).	They recognize the need to develop effective tools to practice engagement, but also that, ultimately, much also needs to be done by different societies at the country level.
OCHA	OCHA has been important in the development and dissemination of the IASC AAP commitments adopted in 2011. The agency has chaired the task team that has developed current toolkits for applying the commitments. Its role as a coordinating agency for UN humanitarian operations puts it in a good position to influence full compliance with the AAP commitments.	Current strategy (2014 to 2017) mentions both the need for and opportunities to ensure engagement with crisis-affected populations, as well as makes a direct link to the IASC commitments on accountability. OCHA has made a substantial effort to create awareness and adherence to the AAP standards and tools developed by the IASC task team. In its CERF management, funding requirements now include references to the AAP commitments and tools.	The agency is continuing to advocate for attention to engagement of affected populations in all operations, instructing its country teams to focus special attention on this issue. (Admittedly, these efforts compete with multiple other focus areas.) Adoption of the IASC AAP framework in all UN humanitarian operations is a focus area.
UNDP	UNDP is present in most countries and has a coordination function. UNDP mostly relates to governments and, in some cases, authorities at a local level as well. Its engagement efforts mostly consist of urging the local government to engage and involve the local population.	UNDP's strategic plan (2014 to 2017) mentions participation and engagement with beneficiary groups, but does not specify humanitarian situations.	UNDP has recently established a crisis response unit that supports country teams when a humanitarian crisis strikes.

Organisation	Historical and documentation background	Contents of policies/strategies	On-going or future steps to be taken
UNHCR	The organisation has documentation dating back to the mid-1990s that deal with issues of engagement with crisis-affected populations. This includes People-Oriented Planning at Work: Using POP to improve UNHCR Programming guidelines, which focus specifically on engage-ment with crisis-affected populations.	The Age, Gender, and Diversity Policy (2011) has aimed to bring attention to the potential exclusion of different groups in an effort to include crisis-affected people more generally. This policy emphasises crisis-affected populations and highlights the need to focus more attention on targeting support.	UNHCR is currently involved in efforts to develop more appropriate tools to engage with crisis-affected populations (for example, the use of mobile technology), but recognizes that a major challenge is the level of existing knowledge and capacity in the field.
UNICEF	UNICEF's activities are guided by the Convention on the Rights of the Child, and so their efforts to engage are mandated by the convention's Article 12.	Much of the focus of UNICEF's engagement focuses on improving accountability toward children and their families.[62] UNICEF speaks of the meaningful participation of children in its most recent strategy and has published a toolkit entitled Behaviour Change Communication in Emergencies (2006), but this document does not delineate tools for engagement with crisis-affected populations. UNICEf also has a series of communication for development approaches (toolkits) that delineate general topics that engagement should cover in individual fields. A limited mention of engagement is made in the accountability to children documentation.	In 2014, UNICEF launched a platform called Rapid Pro that focuses on a free platform for developing and designing apps to collect and share information in real time (https://community. rapidpro.io).
WFP	A report on participatory approaches tabled to the executive board in October 2000[63] highlights that the issue of engagement has been on the development programme agenda since the 1970s. Its 2006 document on efforts related to targeting in emergencies stresses the importance of ensuring real analysis of the target population.[64]	Among numerous references to the issue, WFP's current strategy states that the agency will seek to provide beneficiaries with practical entry points for engagement at all levels, as well as channels for feedback.[65] The 2013 management results framework includes AAP as a cross-cutting issue – but with an indicator attached that implies that only the information element of engagement is considered.[66]	WFP representatives state that work is ongoing to create awareness of and adherence to engagement in all phases and that some operations are good at this, while others could still improve. Efforts are ongoing in providing training, documenting lessons learned, and including the five AAP commitments in all policies and manuals. WFP is in the process of finalising a baseline study on AAP in which they are collecting data from all country offices on their practices and experiences.

62 This is reflected in UNICEF's statements on accountability as part of discus-sions on AAP and protection from sexual exploitation and abuse (PSEA). Its focus on accountability is further illustrated by the 2015 UNICEF guidelines Accountabil-ity for Children's Rights, which speak specifically about child participation as one key element of accountability.

63 WFP/EB.3/2000/3-D: WFP participatory approaches

64 WFP/EB.1/2006/5-A: WFP Targeting in emergencies.

65 WFP/EB.A/2013/5-A/1: WFP Strategic plan (2014-2017), pg9.

66 WFP/EB.A/2013/5-A/1: WFP Strategic plan (2014-2017) and WFP/EB.2/2013/4-B:WFP's Strategic and management results frameworks 2014-2017 – cross cutting issues and indicators pg 8

Annex 5: Survey findings

This annex reflects the findings from the survey. Although the number of respondents is small, we felt it was important to share the response pattern. Clearly these findings are not indicative of the experiences of other organizations funded. Hence the observations made here are a reflection of these findings as related to the findings from the document review and interviews conducted for the mapping.

Respondents: 79 organizations were contacted, 17 replied. In most cases less than 17 organizations responded to the questions, hence the exact n is provided in each case.

Type of organization (n=10): The respondents self categorized themselves as

• UN agencies: 2
• Independent NGO: 4
• International NGO: 4
• National NGO: 1

This means that all but 1 NGO identified themselves as being independent.

Operational approaches (n=12): The respondents categorized the way they operate as

• Self implementing: 8
• Through international implementing partner: 3
• Through national implementing partner: 8

This shows that all organizations responding have multiple operational approaches.

Areas of engagement (topic) (n=14):

• 8 organizations categorized their work as including **protection**

• 8 organizations categorized their work as including **gender**

• 7 organizations categorized their work as including **education**

• 7 organizations categorized their work as including **WASH**

• 7 organizations categorized their work as including **Human Rights**

• 7 organizations categorized their work as including **refugees**

• 7 organizations categorized their work as including **emergency response**

• 6 organizations categorized their work as including **health**

• 6 organizations categorized their work as including **children**

• 6 organizations categorized their work as including **IDP**

• 6 organizations categorized their work as including **natural disaster**

• 6 organizations categorized their work as including **infrastructure**

• 5 organizations categorized their work as including **shelter**

• 3 organizations categorized their work as including **food security**

- 3 organizations categorized their work as including **landmines and cluster munitions**

- 2 organizations categorized their work as including **Ebola**

- 2 organizations categorized their work as including **Legal rights**

- 1 organizations categorized their work as including **Small Arms and Light Weapons**

This response pattern shows that most organizations deal with more than one issue. That means that it is likely they will require different mechanism to engage with crisis-affected populations in accordance with each area of work.

Phases of emergency (n=13): Organizations varied and overlapped on when they are engaged in emergencies.

The table above shows that all organizations engage in multiple phases. Hence they also need to have approaches and mechanism to engage that are phase specific.

PHASES OF EMERGENCY (N=13): ORGANIZATIONS VARIED AND OVERLAPPED ON WHEN THEY ARE ENGAGED IN EMERGENCIES.
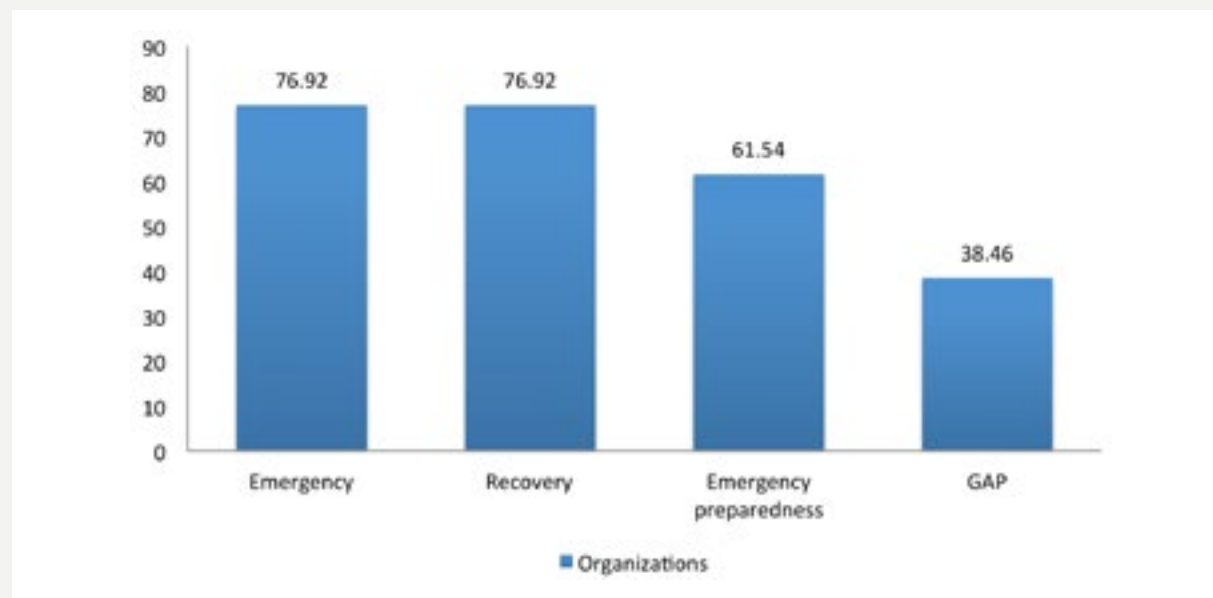
Geographical coverage (n=15): 14 of the organizations work in more than one country. Indeed 10 work in multiple regions.

This means that most organizations need to have approaches to engage which are context

specific. As the mapping found, success in one country or emergency does not guarantee successful engagement elsewhere.

On the influence of engagement (n=15):
When asked about their experience with engagement and provision of service/goods and results.

- 9 organizations felt that engaging with crisis-affected populations **always** had an impact on the service they provided

- 6 organizations felt that engaging with crisis-affected populations **sometimes** had an impact on the service they provided

- 7 organizations felt that engaging with crisis-affected populations **always** had an impact on the service they provided

- 7 organizations felt that engaging with crisis-affected populations **sometimes** had an impact on the service they provided

- 1 organizations felt that it **was not clear** if engaging with crisis-affected populations had an impact on the service they provided

This shows that there generally is a belief that engaging with crisis-affected populations has

ON THE PRACTICE OF ENGAGEMENT (N=13): WHEN ASKED IF THEY ENGAGED WITH CRISIS-AFFECTED POPULATIONS
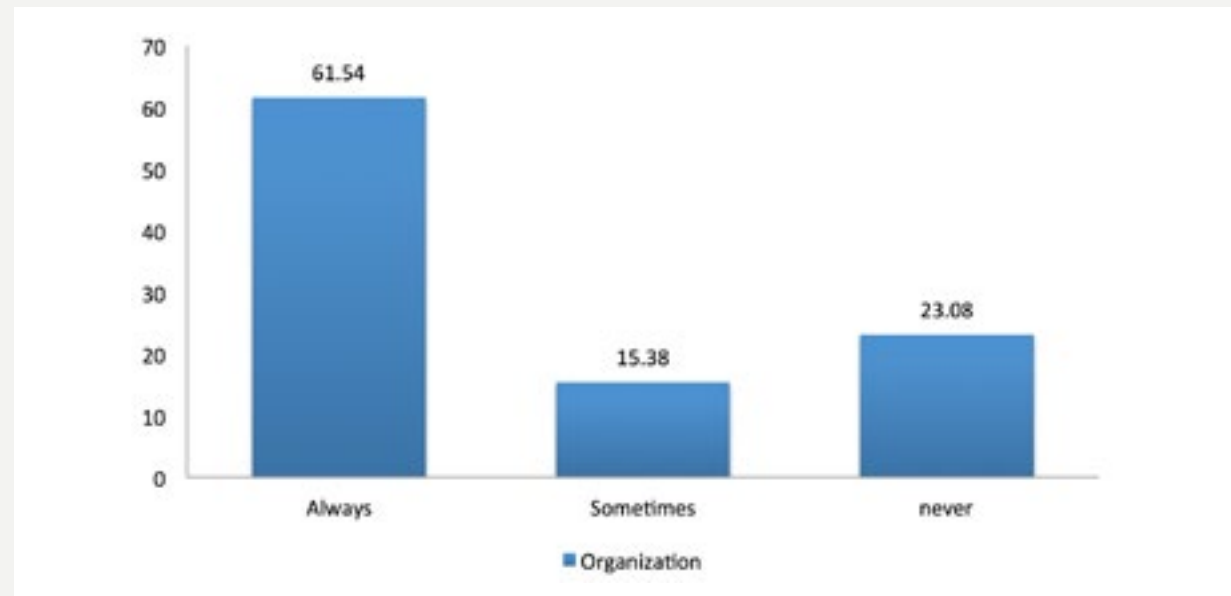
an impact. However as we know from the more in-depth study, this is dependent on effective engagement, and effective engagement is dependent on having the right knowledge, skills and tools to engage.

On the practice of engagement (n=13):
when asked if they engaged with crisis-affected populations

- 8 of the organizations claim to **always** engage crisis-affected population

- 2 of the organizations claim to **sometimes** engage crisis-affected populations

- 3 of the organizations claim they **never** engage with crisis-affected populations

That fact that a proportionally large number of organizations claims to always engage suggest that either there is a clear need to invest in engagement to ensure it is done well, and/or that smaller organizations may have better feedback loops that allow them to learn from their experiences and perfect their approach and mechanism to effectively engage with crisis effected populations

When asked what changes result from engagement (n=10): organizations claimed that their experiences showed:

- Programs had become more sustainable (x=9)

- Improved long term impact of activities (x=9)

- Changes in the type of good and services they provide (x=8)

- Improved effectiveness (x=8)

- Improved efficiency (x=5)

- Decreased efficiency (x=2)

This finding is in line with the findings from the data collected through interviews and document review which suggest that efforts can be more sustainable, prove impact, and effectives as well as lead to an adaptation of services provided. It also suggests that in some cases engagement can lead to a decrease in efficiency.

Regarding intended and unintended consequences of engagement (n=5):
An organization highlighted that sometimes it is hard to provide a service or good identified through engagement with crisis-affected populations because the local government does not want to recognize the problem.

An organization responding to the survey also

noted that they may raise expectations which they are not able to meet later on.

Reasons for engagement (n=10): When asked why they engaged

- 10 organizations (all responding) noted it was the ethical thing to do. Rights based approach

- 9 highlighted it would improve the impact of the activities carried out

- 9 highlighted it would assist in the definition of activities

- 7 highlighted that it would improve their ability to do their job

- 1 felt that crisis-affected populations expected to be engaged with

- 1 felt that the aid community expected them to engage

- **Notably none felt that donors had prompted them to engage**

Notably it seems the role of donors is not identified as a key agent in determining engagement, although a number of agencies do not that engagement is mentioned in their contractual documents (see below)

It is also notable that it appears the human rights based approach has been well understood and adopted by organizations in relation to the issue of engagement.

When do you engage (n=10): When asked when they engaged with crisis-affected populations.

- 8 organizations noted that they did so before the activity is designed

- 10 organizations noted that they did so during the planning and design phase

- 10 organizations noted that they did so during the implementation phase

- 9 organizations noted that they did so after the activity was completed

This would suggest that a proportionally larger number of organizations receiving small funding amounts is involved in pre design and post activity engagement as opposed to larger organizations. Again it is important to highlight this is only representative of the respondent agencies.

Arguably this might be because they are more likely to be smaller organizations and hence they have less experience or are more flexible. However this cannot be concluded on without a more in-depth study.

When asked the purpose of the engagement (n=10)

- 10 organizations claimed to engage to improve the implementation of their work

- 9 organizations claimed they sought after feedback on their work

- 8 organizations noted they engaged to provide information on what they did

This suggest that the objectives for engagement are consistent throughout organizations as the response pattern is consistent with the rest of the mapping

Mechanisms used for engagement (n=9): When asked how they engaged with crisis-affected populations

- 9 organizations mentioned they did so through local leaderships structures

- 7 organizations mentioned they engage the crisis-affected population in the delivery of goods and services

- 7 organizations noted that they engage in community meetings, and/or one-on-one meetings and interviews with beneficiaries

- 5 organizations mentioned the use of new technology (social media, etc)

The finding suggest that at least in some cases engagement focuses on local leadership as a conduit to the local population. This would

suggest that while engagement may happen more often (proportionally more organizations engage always) this engagement may not be as in-depth as is the case with the 12 agencies focused upon in the mapping.

Evaluating engagement (n=9):
When asked if the engagement process **had** been evaluated

- 4 organizations claimed that the efforts **had** been evaluated

- 4 organizations claimed that the efforts **had not** been evaluated

- 1 organizations was unsure if an evaluation had or had not taken place, which suggests that even if it has been evaluated the information has not been thoroughly diffused.

Documentation: When asked about organizational documents which mentioned engagement with crisis-affected people

- 7 (of 9) organizations mentioned having both strategies and policies

- 2 (of 9 organizations mentioned having strategies only

- 5 (of 11) organizations noted that they had operational guidelines that detail exactly how engagement should take place. All 5 organizations claimed the documents are actively used.

This would suggest that more organizations surveyed have Standard Operation procedure type documents. However these documents have not been reviewed hence it is not possible to know the degree of detail they contain.

Experiences with donors:

- 10 (of 14) organizations felt that donors had highlighted that engagement with crisis-affected populations was important to them

- 2 (of 14) organizations had not experienced donors highlighting the issue

- 8 (of 9) organizations experienced Norway highlighting the issue of engagement

- 6 (of 9) organizations have contracts with donors that highlight engagement, but these may or may not be with Norway.

Glossary

Accountability: The Humanitarian Accountability Partnership International (HAP) defines accountability as 'a process of taking into account the views of, and being held accountable by, different stakeholders, primarily the people affected by authority or power.'[67]

Active engagement: This refers to all the forms of engagement where the target group is engaged in a manner that requires they take on activities and participate in the process of engagement. Examples include engagement approaches that foster participation, and ownership.

Direct engagement opportunity: When the agency is directly providing goods and/or services to crisis-affected populations.

Drivers: Factors that enable or facilitate the conduct or execution of an activity or task. A driver may also be a factor or element that increases the likelihood of – or causes the need for – a particular type of support. The meaning depends on the context in which it is used.

Indirect engagement opportunity: When the agency is relying on a third party to provide the goods and/or services to the crisis-affected population on their behalf.

Intervention as engagement: This refers to activities conducted by an organisation that constitute engagement with the crisis-affected person or group.

Involvement: This type of engagement focuses particularly on the inclusion of members of the crisis-affected population in the delivery of services. In these cases, the population is not engaged in the design or adaptation of the activity, but instead are involved as active participants in delivery. This includes, for example, 'work for food' programmes.

One-way dialogue: This refers to activities where information is provided by one party to another, for example the broadcasting of information.

Ownership: This type of engagement requires that the community becomes an active member in the provision of goods and services. Arguably, this approach can have very positive effects, but it is also important to note that communities affected by crisis may not be experienced in the delivery of goods and svervices during crisis; hence, their ability to effectively engage as owners of the effort might be limited. The principal exception to this – one that should be highlighted – is work on disaster risk reduction, which by its very nature focuses on local ownership and on complementing existing mechanisms to strengthen local capacities.

Participation: This implies the active engagement of community members in the organisation's design and delivery of goods and services. Specific examples include the use of local volunteers, who are then both part of the crisis-affected population and members of the delivery-providing agency.

Passive engagement: A passive approach means that the community is 'invited' to engage, but is by no means required to do so. This approach to engagement relies on the idea that the provided service or good fulfils a need and that this need does not depend on the participation of the crisis-affected people that the good or service is targeting.

Two-way dialogue: This refers to activities where two parties communicate with each other through the provision of information, for example two-way what's up messaging.

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67 Humanitarian Accountability Partnership International [HAP]. (2014). Core humanitarian standard on quality and accountability. Retrieved from http://www.hapinternational.org/what-we-do/hap-standard.aspx

Acronyms

AAP	Accountability to affected populations
ACT	Action by Churches Together International
ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CDAC	Communicating with Disaster Affected Communities Network
CERF	United Nations Central Emergency Response Fund
CHS	Core Humanitarian Standard on Quality and Accountability
CMI	Chr. Michelsen Institute
ERU	Emergency Response Unit
HAP	Humanitarian Accountability Partnership International
HLWG	Humanitarian Liaison Working Group
HUMSEC	Norwegian Ministry of Foreign Affairs' Humanitarian Section
IASC	Inter-Agency Standing Committee
ICRC	International Committee of the Red Cross
IFRC	International Federation of Red Cross and Red Crescent Societies
ILPI	International Law and Policy Institute
MFA	Norwegian Ministry of Foreign Affairs
MSF	Médecins sans Frontiéres
NCA	Norwegian Church Aid

NCG	Nordic Consulting group AS
NGO	Non-governmental organisation
NORCAP	Norwegian Capacity Database (operated by the Norwegian Refugee Council)
NORCROSS	Norwegian Red Cross
NOREPS	Norwegian Emergency Preparedness System
NRC	Norwegian Refugee Council
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
ODI	Overseas Development Institute
ODSG	United Nations Office for the Coordination of Humanitarian Affairs Donor Support Group
PSEA	Protection from sexual exploitation and abuse
SCN	Save the Children Norway
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
VAM	Vulnerability Analysis and Mapping (World Food Programme targeting instrument)
WFP	World Food Programme
WIP	Work in progress

Former reports from the Evaluation Department

All reports are available at our website: www.norad.no/en/front/evaluation/

2015

7.15 Evaluation of Norwegian Multilateral Support to Basic Education.

6.15 Evaluation Series of NORHED Higher Education and Research for Development. Evaluation of the Award Mechanism

5.15 Basis for Decisions to use Results-Based Payments in Norwegian Development Aid

4.15 Experiences with Results-Based Payments in Norwegian Development Aid

3.15 A Baseline Study of Norwegian Development Cooperation within the areas of Environment and Natural Resources Management in Myanmar

2.15 Evaluation of Norway's support to women's rights and gender equality in development cooperation

1.15 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)

2014

8.14 Evaluation of Norway's Support to Haiti after the 2010 Earthquake

7.14 Baseline. Impact Evaluation of the Norway India Partnership Initiative Phase II for Maternal and Child Health

6.14 Building Blocks for Peace. An Evaluation of the Training for Peace in Africa Programme

5.14 Evaluation of Norwegian support through and to umbrella and network organisations in civil society

4.14 Evaluation Series of NORHED Higher Education and Research for Development. Theory of Change and Evaluation Methods

3.14 Real-Time Evaluation of Norway's International Climate and Forest Initiative: Synthesising Report 2007-2013

2.14 Unintended Effects in Evaluations of Norwegian Aid

1.14 Can We Demonstrate the Difference that Norwegian Aid Makes? Evaluation of results measurement and how this can be improved

2013

5.13 Real-Time Evaluation of Norway's International Climate and Forest Initiative: Measurement, Reporting and Verification

4.13 Evaluation of Five Humanitarian Programmes of the Norwegian Refugee Council and of the Standby Roster NORCAP

3.13 Evaluation of the Norway India Partnership Initative for Maternal and Child Health

2.13 Local Perception, Participation and Accountabillity in Malawi's Health Sector

1.13 A Framework for Analysing Participation in Development

2012

9.12 Evaluation of Norway's Bilateral Agricultural Support to Food Security

8.12 Use of Evaluations in the Norwegian Development Cooperation System

7.12 A Study of Monitoring and Evaluation in Six Norwegian Civil Society Organisations

6.12 Facing the Resource Curse: Norway's Oil for Development Program

5.12 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Lessons Learned from Support to Civil Society Organisations

4.12 Evaluation of the Health Results Innovation Trust Fund

3.12 Evaluation of Norwegian Development Cooperation with Afghanistan 2001-2011

2.12 Hunting for Per Diem. The Uses and Abuses of Travel Compensation in Three Developing Countries

1.12 Mainstreaming disability in the new development paradigm

2011

10.11 Evaluation of Norwegian Health Sector Support to Botswana

9.11 Activity-Based Financial Flows in UN System: A study of Select UN Organisations

8.11 Norway's Trade Related Assistance through Multilateral Organizations: A Synthesis Study

7.11 Evaluation: Evaluation of Norwegian Development Cooperation to Promote Human Rights

6.11 Joint Evaluation of Support to Anti-Corruption Efforts, 2002-2009

5.11 Pawns of Peace. Evaluation of Norwegian peace efforts in Sri Lanka, 1997-2009

4.11 Study: Contextual Choices in Fighting Corruption: Lessons Learned

3.11 Evaluation: Evaluation of the Strategy for Norway's Culture and Sports Cooperation with Countries in the South

2.11 Evaluation: Evaluation of Research on Norwegian Development Assistance

1.11 Evaluation: Results of Development Cooperation through Norwegian NGO's in East Africa

2010

18.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative

17.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Tanzania

16.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Indonesia

15.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Guyana

14.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Democratic Republic of Congo

13.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative. Country Report: Brasil

12.10 Evaluation: Real-Time Evaluation of Norway's International Climate and Forest Initiative (NICFI)

11.10 Evaluation: Evaluation of the International Organization for Migration and its Efforts to Combat Human Trafficking

10.10 Evaluation: Democracy Support through the United Nations

9.10 Study: Evaluability Study of Partnership Initiatives

8.10 Evaluation: Evaluation of Transparency International

7.10 Evaluation: Evaluation of Norwegian Development Cooperation with the Western Balkans

6.10 Study: Evaluation of Norwegian Business-related Assistance Uganda Case Study

5.10 Study: Evaluation of Norwegian Business-related Assistance Bangladesh Case Study

4.10 Study: Evaluation of Norwegian Business-related Assistance South Africa Case Study

3.10 Synthesis Main Report: Evaluation of Norwegian Business-related Assistance

2.10 Synthesis Study: Support to Legislatures

1.10 Evaluation: Evaluation of the Norwegian Centre for Democracy Support 2002–2009

2009

7.09 Evaluation: Evaluation of the Norwegian Programme for Development, Research and Education (NUFU) and of Norad's Programme for Master Studies (NOMA)

6.09 Evaluation: Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid

5.09 Evaluation: Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008

4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage

4.09 Study Report: Norwegian Environmental Action Plan

3.09 Evaluation: Evaluation of Norwegian Development Coopertation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)

3.09 Study Report: Evaluation of Norwegian Business-related Assistance Sri Lanka Case Study

2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan

2.09 Study Report: A synthesis of Evaluations of Environment Assistance by Multilateral Organisations