

Evaluation of the Norwegian Emergency Preparedness System (NOREPS)

Evaluation Report 1/2008



Norad

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Evaluation of the Norwegian Emergency Preparedness System (NOREPS)

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Preface

16 years after the Norwegian Emergency Preparedness System (NOREPS) was created, and eight years since the programme was last reviewed, a need was felt for a thorough look at how NOREPS has performed and what the challenges are today. Nordic Consulting Group in cooperation with the Belgian company Channel Research was commissioned to do the evaluation after an international tender process.

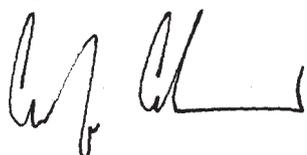
The story of NOREPS is a fascinating one. It was created – in the words of the evaluators – as a number of quick fixes to help solve the systemic weaknesses of the international system to respond effectively to humanitarian crises. It never developed into a system itself, in spite of its name. The related parts of NOREPS work independently of each other.

This has not prevented NOREPS from contributing to a more effective and coordinated humanitarian response, which is one of the main findings of the evaluation. While some components have been more useful than others, all have played a role in improving humanitarian aid. The quality of goods, services and personnel are generally valued to be high by clients, and the response is fast and efficient. There is, however, a question as to the cost-effectiveness of the deliveries, where the picture is mixed.

It is worth noting that while the NORSTAFF programme is the largest programme in terms of funding within NOREPS and successful in compensating for the long and cumbersome recruitment procedures of the UN System, it is still not able to meet all deserving requests. One may ask whether there is no room for improvement in the procedures of the UN, or whether the recruitment through bilateral channels is the future for this mode of aid.

The humanitarian context has changed over the last 15 years. While NOREPS has been a valuable part of the international humanitarian response system, it is in need of a more strategic approach to ensure that it continues to respond to needs and gaps. No radical changes are proposed, but a number of practical recommendations to make NOREPS more predictable, better integrated in the international relief system and more coherent with Norwegian policies are presented. We are looking forward to a broad discussion of the findings and recommendations of this report in the Ministry of Foreign Affairs and by the other stakeholders.

Asbjørn Eidhammer



Director of Evaluation

Acronyms and Abbreviations

Term	Meaning
ACT	<i>Action by Churches Together</i>
ALNAP	<i>Active Learning Network for Accountability and Performance in Humanitarian Action</i>
CARE	<i>Cooperative for Assistance and Relief Everywhere</i>
CERF	Central Emergency Response Fund
DAC	<i>Development Assistance Committee (of the OECD)</i>
DCPEP	Directorate for Civil Protection and Emergency Planning (Norway)
DEMA	<i>Danish Emergency Management Agency</i>
DHA	<i>Department for Humanitarian Affairs – replaced by OCHA</i>
DRC	<i>Danish Refugee Council or the Democratic Republic of the Congo</i>
ERRA	<i>Earthquake Reconstruction and Rehabilitation Agency (in Pakistan)</i>
FAO	<i>Food and Agriculture Organisation (of the United Nations)</i>
HA	Humanitarian Action or Humanitarian Assistance
HC	<i>Humanitarian Coordinator (of the UN system)</i>
IASC	<i>Inter-Agency Standing Committee</i>
ICRC	<i>International Committee of the Red Cross</i>
IFRC	<i>International Federation of Red Cross and Red Crescent Societies</i>
IHP	<i>International Humanitarian Partnership</i>
IN	<i>Innovation Norway</i>
ISO	<i>International Standards Organisation</i>
LTA	<i>Long Term Agreement</i>
MFA	<i>Ministry of Foreign Affairs (of Norway, unless otherwise specified).</i>
NCA	Norwegian Church Aid (a member of the ACT network)
NDMA	<i>National Disaster Management Agency (in Pakistan)</i>
NGO	Non Governmental Organisation
NO	Norway (ISO 2 letter code)
Norad	Norwegian Agency for Development Cooperation
NORAFRIC	A register of staff based in Africa who are seconded by NRC on behalf of the Norwegian MFA
NORASIA	A register of staff based in Asia who are seconded by NRC on behalf of the Norwegian MFA
NORCROSS	Norwegian Red Cross
NOREPS	Norwegian Emergency Preparedness System
NORHOSP	Norwegian Hospital (a series of modular field hospitals units most commonly used by the Red Cross)
NORMIDEAST	A register of staff based in the Middle East who are seconded by NRC on behalf of the Norwegian MFA
NORSTAFF	Norwegian or European-based Staff who are seconded by NRC on behalf of the Norwegian MFA
NPA	Norwegian Peoples Aid
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Action
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OHCHR	Office of the High Commissioner for Human Rights
RC	Resident Coordinator (of the UN system)
SCHR	Steering Committee for Humanitarian Response
SC-NO	Save the Children, Norway
Sida	Swedish International Development Agency
SRSA	Swedish Rescue Services Agency
SWEREPS	Swedish Emergency Preparedness System
Triplex	Triple Exercise, the humanitarian exercise run every two years by IHP
UNDRO	United Nations Disaster Relief Organisation – replaced by DHA
UNHCR	United Nations High Commissioner for Refugees
UNHRD	United Nations Humanitarian Response Depot
Unicef	United Nations Children’s Fund
WFP	World Food Programme
WHO	World Health Organisation

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We would also like to acknowledge the assistance provided by Norad's statistical section in response to our queries about the reporting of Norwegian ODA in the OECD Tables 1 and 2.

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1 Executive Summary

1.1 Background

The purpose of the evaluation was to assess the contribution and value-added to humanitarian action by the Norwegian Emergency Preparedness System (NOREPS). The Norwegian Government set up NOREPS after the response to the Kurdish crisis in 1991 to improve the response capacity of the international humanitarian system through the provision of high quality goods and services. NOREPS is a public private partnership between the Norwegian Ministry of Foreign Affairs, the Directorate for Civil Protection and Emergency Planning (DCPEP), the Norwegian Red Cross, major Norwegian NGOs and selected Norwegian suppliers of relief goods. Innovation Norway provides secretarial and administrative support. NOREPS consists of three main components or deliveries:

- Goods from stockpiles or as in-kind donations. The NOREPS catalogue contains 75 different products for the relief market, from a total of 12 commercial suppliers. The products have all been vetted by the NOREPS system.
- An emergency staff roster system, NORSTAFF (and the regional variants).
- Service packages, which are made by up by the equipment needed, as well as the installation, and if required, the staff to manage them.

A 1999 review of NOREPS (Claussen et. al, 1999) presented a number of concerns both in terms of the network's administration, set up and lack of clear procedures for decision making as required for a preparedness system. One important concern was that NOREPS did not have a clearly defined mandate. The report also questioned the supplies of expensive Norwegian products into poor disaster prone countries, instead of locally produced supplies, as well as questioning the lack of competition for suppliers. The follow up of the review was the establishment of a formal mandate, and a more clear ownership of NOREPS placed in MFA.

The evaluation team had three questions to answer:

- the extent to which NOREPS was achieving its objectives;
- how compliant it was with humanitarian and other relevant principles; and
- whether the mandate and underlying assumptions were still appropriate given the changes in the context.

1.2 Findings

The team found that NOREPS has contributed to a more effective and coordinated humanitarian response. While some components have been more useful than others in different crises, all the components have played a role in improving humanitarian responses since 1991. The quality of goods, services and personnel is generally valued by clients to be high, and the timeliness of the response to be fast and efficient. We found that goods are dispatched and transported rapidly, and NORSTAFF personnel are reported to be deployed fast and efficiently. There is a more mixed picture when turning to cost effectiveness. A few products dominate the relief market within their category through commercial sales, while others rely almost exclusively on in-kind contributions because of their high cost.

There have been significant changes since the early 90's in the performance of the major operational UN relief agencies. There have also been changes in the nature of disasters, the global humanitarian system, the global economy, and in Norwegian aid policy. These changes mean that some of the components of NOREPS work are more relevant and appropriate than before, while others are declining in relevance.

The untying of Norwegian aid implied that some suppliers and their products had to give up the international humanitarian market, as agencies increasingly requested cash grants instead of in-kind contributions. However, the overall commercial sales have increased, and constitute now a larger percentage of Norwegian supplies than in-kind contributions.

The NOREPS service packages have been effective in emergency response. As with the NOREPS goods and staff, they have saved lives and allowed a faster response. The base camps established by DCPEP have been crucial in ensuring the rapid start up of humanitarian agencies in environments with limited or no infrastructure. Only the largest operational agencies (ICRC and WFP) have this capacity on their own. The DCPEP camps offer an opportunity for smaller UN agencies and NGOs to be more effective in the initial phase of an emergency. They also contribute to a more coordinated response through the physical co-location of agencies. However, some of the service packages would be more useful if they were smaller and more flexible.

While procurement, logistical capacity and stockpiling are improving, the agencies' own capacity to maintain trained personnel on stand-by is much less so. Even though some agencies have established their own surge capacity mechanisms, these mechanisms do not cover the demand. There is also little indication that this in-house capacity will increase significantly any time soon, as UN recruitment procedures continue to be long and cumbersome. NORSTAFF is the largest single component of NOREPS in financial terms. It is well appreciated by UN agencies, but does not have enough funds to meet all the requests it receives that deserve support. The evaluation team were impressed by NRC's management of NORSTAFF and the high reputation that NORSTAFF secondees enjoyed. However, the team recognise that their review of NORSTAFF has been as a part of NOREPS and that a more detailed and focused study is needed to review how NORSTAFF should develop.

The level of humanitarian stockpiles is increasing, and there are promising developments internationally that can make stockpiling more effective. Both the UNHRD Network and the cluster approach are contributing to increased standardisation, efficiency and more accessible stocks. However, humanitarian stocks are still not adequate to meet the needs. Stockpiles offer a real and efficient way of reducing death, suffering and distress in emergencies.

A rationale behind in-kind contributions instead of cash grants has been that the UN agencies have not had the sufficient capacity to respond quickly. While the former evaluation of NOREPS indicated that the MFA financed in-kind contributions were increasing on behalf of commercial sales to the international relief agencies, this review have revealed the opposite trend. The commercial sales are currently outweighing the MFA financed contribution. We see this as a healthy result of the untying of Norwegian aid and an indicator that the quality assurance system of NOREPS is working.

The NOREPS stocks, held by OCHA in Brindisi, are regarded as both a relevant and appropriate mechanism, which could respond to identified needs and demands. However, the management and follow up has not been efficient. It still has a great potential to serve according to its purposes if the management arrangement is changed. Maintaining stocks is neither within the OCHA mandate nor skills set, and the agreement should be shifted, preferably to the UNHRD. The content of the Brindisi stocks should also be discussed with the relevant clusters, in order to meet the cluster defined standards.

The team finds that the granting by MFA or refusal of requests for in-kind donations of NOREPS goods was not predictable. The team recommend that in-kind donations be limited to support for the UNHRD managed stockpile system at the average level of all in-kind donation for 2003 and 2004¹. This implies significantly increased Norwegian relief stocks, as well as the establishment of policies and mechanisms (transport fund, automatic replenishment fund, and delegated authority for use) to increase predictability and reduce the administrative load on MFA.

The team also found that NOREPS project logic has been coherent, and that NOREPS has been reasonably, and increasingly, coherent with humanitarian principles and with Norwegian aid policy.

There are still huge flaws in the international system when it comes to enhancing local capacities to respond to sudden disasters. While the MFA and some NOREPS partners (e.g the Norwegian Red Cross and NGOs) could significantly increase their efforts in this respect, the team does not find NOREPS a particularly suitable mechanism for this objective.

1 2005 and 2006 were exceptional years because of the Tsunami and Pakistan earthquake responses.

While the NOREPS components and products are generally well known and recognised in the international humanitarian system, a large percentage of agency and MFA officials were not familiar with the NOREPS brand.

The team finds that the NOREPS forum is a unique arena for communication between Norwegian suppliers and humanitarian actors. The team recommends that the forum continue and that it should have its role reinforced by a formalisation of the present arrangements so its level of activity is less vulnerable to changes in personnel at MFA.

Overall, NOREPS has been a valuable part of the international humanitarian response system, but is in need of a more strategic approach to ensure that it continues to respond to needs and gaps.

1.3 Recommendations

The team recommends the MFA, in consultation with the NOREPS members, establishes a clearer strategic framework for NOREPS and each of its components. NOREPS needs a transitional approach for the next five years that preserves the components of NOREPS, but makes them:

- responding more strategically and targeted to current needs;
- more flexible in being able to respond to a wider range of humanitarian emergencies than at present;
- more predictable, both for the members and for the clients who use their services;
- more integrated with the international relief system;
- more coherent with Norwegian aid policy.

This is a transitional approach for a limited time because the international humanitarian system is undergoing profound change at the moment.

The products

MFA should phase out in-kind contributions over a five year transitional period.

Stockholding of Norwegian product should continue, with a much more strategic and targeted approach.

In this period, in-kind contributions should be channelled mainly through the UNHRD system for use in both small and large emergencies. The MFA needs to agree with OCHA and the main clusters on specifications, volume and release authority.

The MFA should establish clear rules from the use of donated stocks so that requests for goods from the stockpiles can be processed without reference to the MFA. The MFA should replenish stocks automatically up to an agreed level (e.g. the average cost of NOREPS in-kind donations for 2003 and 2004).

Personnel

- NORSTAFF should be ensured continuation, but with more predictable funding. MFA should consider a financial framework agreement with NRC instead of case by case grants for secondments. MFA and NRC should also consider expanding the scope of NORSTAFF. Given the limited focus of this evaluation on NORSTAFF, the team recommends a strategic review of all of the personnel arrangements.

Packages

- The base camp packages should be further expanded, with the development of smaller and more flexible modules to broaden the range of emergencies in which service packages can be used. MFA/NOREPS should use the DCPEP membership of the International Humanitarian Partnership, to broaden its own relationship with the IHP.

Organisation and Management

- MFA should make sure that a strategy for NOREPS is developed, and that it is included in a future Norwegian strategic framework for humanitarian assistance.

- MFA should shift its approach to the NOREPS components from the administration of grants and ad hoc contributions to wider framework agreements. More emphasis and resources should be invested in the monitoring of the actual use and results of the different NOREPS elements. More strategic focus and less administrative workload would be beneficial for NOREPS.
- MFA, in coordination with IN and the partners, should establish a new framework for reporting to allow for easily accessible statistics for NOREPS.
- MFA should continue supporting the NOREPS forum.

Cross-cutting issues

- MFA needs to develop a gender strategy for humanitarian assistance, which should take into account the particular NOREPS components.
- MFA should consider if NOREPS members should be required to make a formal commitment on their opposition to corruption.

2 Introduction

2.1 The purpose of the evaluation

The purpose of the evaluation as set out in the terms of reference:

.. is to assess the contribution and value added of the Norwegian system for emergency preparedness (NOREPS) with the view to secure an appropriate and best possible Norwegian response and contribution to international humanitarian relief assistance that meets the needs of the affected population.

Three objectives were defined for the evaluation:

- The degree to which NOREPS was achieving its objectives.
- NOREPS compliance with humanitarian and other relevant principles.
- To assess whether the mandate and the assumptions behind NOREPS are still appropriate in the current humanitarian relief context.

The full terms of reference are presented in Appendix 1.

2.2 The origin of NOREPS

NOREPS was born as an ad hoc initiative during the grave humanitarian crisis in North Iraq in the aftermath of the 1991 Gulf War. It became obvious that the international relief agencies did not have the capacity to respond. In particular the UN agencies failed to take on their mandated role. As one senior official described it:

‘The NGOs and the Red Cross has the capacity to respond quickly but no mandate, the UN had the mandate but not the capacity’.

The very first component of NOREPS was personnel; 50 Norwegian staff was flown to Northern Iraq to help UNHCR mount an operation there. Other components were quickly added: roping in the ‘ten group’ of Norwegian suppliers to the relief market, and the Norwegian Red Cross’s NORHOSP Field Hospital.

NOREPS can therefore be seen as an ad hoc solution to the systemic weaknesses of the international system to respond effectively. The components of NOREPS provided quick-fixes for the then shortcomings, in particular of the UN system.

- NORSTAFF was the quick-fix to deal with the inability of UN agencies to recruit staff in a timely manner in emergencies.
- The supply of NOREPS products as in-kind donations was a quick-fix for the inability of the UN to procure needed supplies in a timely manner.
- The requirement for NOREPS members to hold stocks were a quick-fix for the lack of stockholding in the UN system².
- The provision of service packages was a quick-fix for the lack of forward planning and the limited management capacity of the UN agencies.

Initially two forces were driving NOREPS. The first of these, and the predominant one, was Norway’s policy of supporting the lead role of the United Nations in humanitarian response, through facilitating a more effective implementation of that role. The second force was the political interest in flagging Norway as a major humanitarian actor.

In addition there was the frustration by Norwegian authorities that despite being the highest contributor on a per capita basis to the United Nations, Norway was at the bottom of the table for procurement by the UN.

² An example of the low level of stockholding is that UNHCR, then the most operational of the UN emergency response agencies, was only able to mobilise a contingency stock for 20,000 people for Turkey and for 35,000 for Iran. These numbers were less than 5% of the caseload allowed into Turkey and less than 3% of the eventual caseload in Iran.

2.3 What is NOREPS?

Several of the evaluation questions ask the team to address NOREPS as a whole. Before discussing whether NOREPS is appropriate we need to define what NOREPS is, as one finding from the team is that there is no consensus among the membership as a whole, or even within particular groups of members as to what NOREPS is.

The NOREPS name suggests that it is a system. A system is *a group of related parts that work together as a whole for a particular purpose*³. The related parts of NOREPS work independently of each other. The NORHOSP uses some NOREPS supplies, but also used many non-NOREPS products. Neither NORHOSP nor the DCPEP service packages make use of NORSTAFF staff⁴. The NGO members make relatively little use of NOREPS products, preferring to buy on local markets in the countries of operations instead.

There is nothing essentially inefficient with working in this way, unless working together would bring some advantage that outweighed the cost of the necessary coordination. The value added of NOREPS is not as much the way in which the components work together but the work of each component. When the team use the term NOREPS in this report we are referring to this collection of components rather than to a single coherent centrally managed system.

These NOREPS components are typically described as being threefold: goods; personnel; and packages.

- The provision of products, either through stockholding, ad hoc in-kind donations, or commercial sales. Stocks are held in Brindisi via OCHA and UNHRD and by the commercial suppliers at different locations in Norway and elsewhere.
- A standby staffing system for the United Nations agencies (NORSTAFF, NORAFRIC and NORMIDEAST managed by Norwegian Refugee Council).
- Service packages managed by DCPEP, the Norwegian Red Cross, and Norwegian Church Aid (NCA). For DCPEP the Base Camp is the principle package. This is different from the Red Cross packages as it is only deployed with MFA funding. There are some other service packages from Norwegian NGOs, but these seem never to have been drawn upon. The main Norwegian Red Cross service package is the NORHOSP field hospitals and its components. The NORHOSP may be deployed with funding from a variety of sources, mainly from MFA, but also from ICRC or IFRC. NCA manages a water and sanitation package which has been used in the field by NCA and its partners but has not yet been drawn upon by the UN.

We also considered that the forum for interchange between the members is a vital value added of NOREPS.

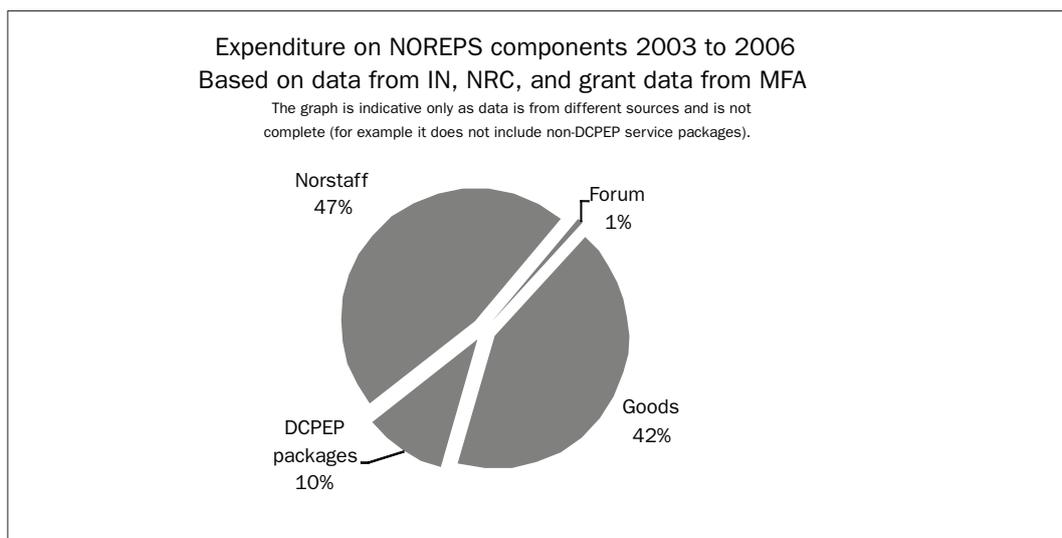


Figure 1: Relative expenditure on different NOREPS components 2003-2006

³ Longman dictionary of contemporary English.

⁴ Although some staff may be on multiple registers, the profiles of the staff deployed by DCPEP, for example are different from the profiles used by NORSTAFF.

Figure 1 shows the relevant distribution of 638 million NOK of NOREPS funding (MFA) for 2003 to 2006. The variety of the sources of this data again emphasises that NOREPS is not a coherent system but a bag of parts. The data on funding for DCPEP and the NOREPS Forum is drawn from summing grants in the printout of MFA grants. The data on NORSTAFF was supplied by NRC, and the data on goods by IN.

Almost all of the expenditure shown in Figure 1 has been for the benefit of the United Nations. The DCPEP packages have been in support of OCHA or WFP, in-kind donations recorded billed to MFA have been for the UN, and NORSTAFF have been supplied exclusively to the UN. While there have been large amounts of Norwegian funding for the Red Cross and for Norwegian NGOs, these are not recorded as NOREPS grants, even when the Red Cross or NGOs used the money to provide Service Packages or goods from the NOREPS catalogue to partner.

Another element that is not included in Figure 1 is the value of the grants accompanying NOREPS goods. In-kind donations of NOREPS goods are usually accompanied by a cash grant to pay for related project costs. These grants are significant and can be similar to the value of the goods in some cases.

2.4 The Mandate and intervention logic of NOREPS

One outcome of the last review of NOREPS (Claussen et al., 1999) was that NOREPS acquired a formal 'mandate' or overall objective. The mandate⁵, formally adopted by the Minister of Development in February 2000, outlined NOREPS to:

- be a preparedness mechanism to quickly meet immediate humanitarian needs in sudden crises;
- be a provider of goods and services in the initial phase of the crisis. The goods and services should be appropriate, competitive and quality ensured;
- be a contribution to a strengthened international coordinated crisis response.

The mandate also indicated that the NOREPS is an important, but not the only mechanism to reach the stated objectives. NOREPS should be complementary to the general Norwegian humanitarian assistance and long term development.

We interpret the underlying intervention logic to be as follows:

1. The needs of populations affected by disaster or complex emergencies are not being properly met.
2. Response time is crucial at the outset of an emergency in order to save lives and an emergency preparedness system will be conducive to reduce the response time significantly. It is possible to prepare goods and personnel in an adequate manner for such a preparedness system.
3. The capacity of the international system is not always adequate to meet these needs.
4. Norwegian companies and NGOs can give valuable contributions to the emergency relief sector and Norwegian goods, services and personnel can be delivered at quality and price that is comparable with others.
5. Norwegian goods and services are appropriate and relevant for targeting areas of known weakness (procurement and recruitment).

The first and second assumptions appear to be generally valid. Unmet needs are a recurring theme in the humanitarian literature (Borton et al., 1996; Telford et al., 2006), as is the lead time and the need for proper preparedness systems. In the particular case of the Pakistan Earthquake Response it was clear that not all needs were met (Bliss et al., 2006; McGinn et al., 2006). The evaluation team therefore did not focus much attention on these assumptions.

The third assumption again appears to be generally valid. Interviewees acknowledged the lack of capacity within the UN as well as within the rest of the humanitarian community.⁶

The evaluation concentrated on examining the fourth and fifth assumption.

⁵ We have only seen a Norwegian version of the full mandate. This is an unofficial translation to English by the team.

⁶ The view of the lack of UN capacity certainly seems to have been held by the State Secretary for Development at the time, Jan Egeland. Neumann (2002, p. 113) quotes Halle Jørn Hansen as saying (about the mine-clearing service package 'Jan [Egeland] had no faith in the UN's capacity in this area. He is extremely action oriented and felt that the UN system was too full of roadblocks.'

2.5 The changes in the international humanitarian context

The humanitarian context has changed greatly since 1991 when the idea of NOREPS was first mooted. Humanitarian aid was a relatively low proportion of all Official Development Assistance (ODA) until the mid 80s. It rose sharply for the Ethiopian Famine in 1985. That general upward trend has been marked since the early 90s (due in part to the crisis in the former Yugoslavia) as is shown in Figure 2.

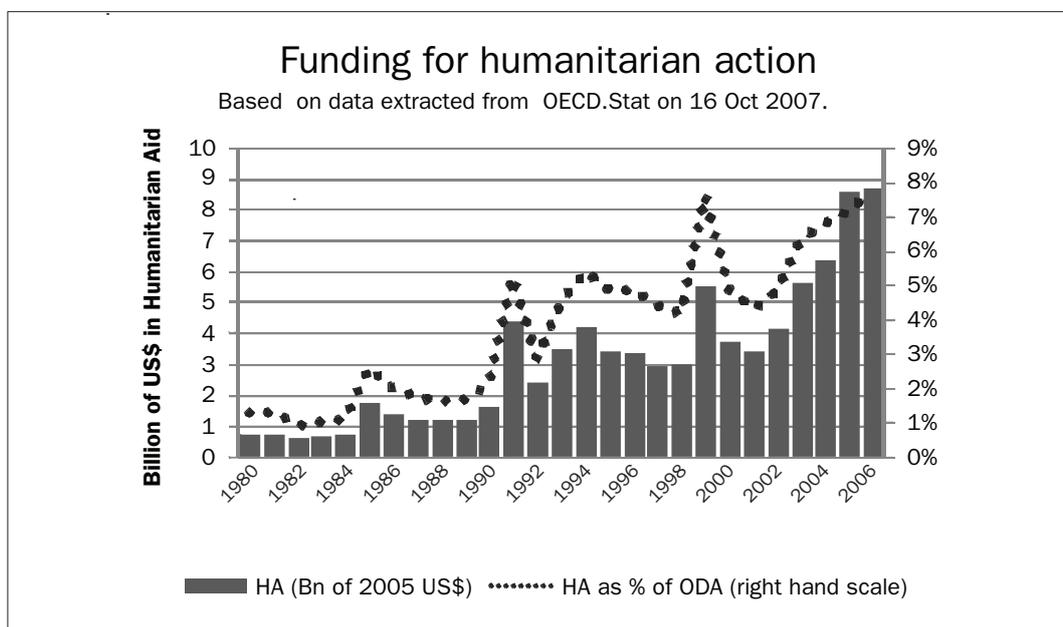


Figure 2: Growing funding since the early 1980s. The peaks in aid for Iraq and Kosovo can be clearly seen as can the rise in response to the Tsunami and Pakistan earthquake.

Aid workers were disillusioned with the performance of the international relief system. Despite a huge effort in the response in 1991, there were still 6,200 excess deaths on the border between Turkey and Iraq (CDC, 1991). This discontent with the Iraq response and later with the Rwanda response spurred many attempts to improve the quality of humanitarian response. Table 1 presents a partial list of these initiatives⁷.

Table 1: Some initiatives aimed at improving accountability, quality, or performance in humanitarian response

Year	Initiative to improve quality or performance in humanitarian response
1991	NOREPS initiated (Claussen et al., 1999)
1994	Code of Conduct for the International Red Cross and Red Crescent Movement and NGOs in Disaster Relief (SCHR and ICRC, 1994)
1995	International Humanitarian Partnership (IHP) (Nissen, 2007)
1996 (start)	The Sphere Project (Sphere Project, 2004)
1996 (start)	People in Aid (Davidson, 1997)
1997	Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) (ALNAP et al., 2001)
1997	Humanitarian Ombudsman
2000	Humanitarian Accountability Project (HAP)
2000	Quality Platform (later the Quality Compass)
2003	Inter-Agency Working Group (IWG) on Emergency Capacity Building (later the Emergency Capacity Building Project) (Morris and Shaughnessy, 2007)
2003	Good Humanitarian Donorship initiative (Good Humanitarian Donorship, 2003)

⁷ This list is partially based on table 4.2 of HGP Report 12 on the changing role of official donors in humanitarian action (Macrae et al., 2002, p. 51). Humanitarian action is also influenced by broader reform in all official development assistance such as the Paris Declaration on aid effectiveness (OECD, 2005).

Year	Initiative to improve quality or performance in humanitarian response
2005	Humanitarian Response Review (Adinolfi et al., 2005)
2006	Global Humanitarian Platform (GHP, 2007)

Many initiatives were focused on one type of humanitarian organisation. The Code of Conduct was rooted very firmly in the Red Cross and NGO camp. The same was the case for the Sphere Project, but this eventually made the transition to some of the operational UN agencies.

The 2005 Humanitarian Response Review triggered a whole series of changes in the way that the International System deals with humanitarian response, and not just for UN agencies. The UN reaction to the Review was to institute a reform project first with three, then four pillars (building partnerships was the fourth pillar). The stated aim of the humanitarian reform is to improve the effectiveness of humanitarian response by ensuring greater predictability, accountability and partnership.

The main elements or objectives of the reform are:

1. The Cluster approach to ensure sufficient humanitarian response capacity and enhanced leadership, accountability and predictability in all sectors. Within all the main response clusters (sectors), there must be trained staff, adequate commonly accessible stockpiles, surge capacity and agreed standards and guidelines.
2. Adequate, timely and flexible humanitarian financing (including through the Central Emergency Response Fund).
3. Improved humanitarian coordination and leadership (More effective Humanitarian Coordinator system, more strategic leadership and coordination at the inter-sectoral and sectoral levels).
4. More effective partnerships between UN and non-UN humanitarian actors.

One aspect of the reform, the cluster coordination model, has a bigger potential impact on NOREPS than the other elements. The cluster approach allocates a lead agency to particular sectors at global level, and sets criteria for clusters at the country level. Eleven clusters were established at the global level. Refugee situations are excluded from the cluster coordination model as the coordination of refugee response falls under UNHCR's mandate.⁸

Table 2: The Global Cluster Leads

Sector or Area of Activity	Global Cluster Lead in non-refugee situations
Agriculture	FAO
Camp Coordination and Management	UNHCR in conflict otherwise IOM
Early Recovery	UNDP
Education	Unicef/Save the Children UK
Emergency Shelter: IDPs from conflict	UNHCR in conflict otherwise IFRC (Convenor only)
Emergency telecommunications	OCHA/Unicef/WFP
Health	WHO
Logistics	WFP
Nutrition	Unicef
Protection	UNHCR for conflict, otherwise UNHCR/OHCHR/Unicef
Water, Sanitation and Hygiene (WASH)	Unicef

What is different about cluster coordination from ordinary sectoral coordination is the conception of the cluster as a group of agencies with a common purpose (meeting the needs in a particular sector) rather than simply working in a particular sector. Standardisation and interoperability are two issues flowing from the cluster approach which have implications for NOREPS members. Products that do not meet the product standards will be rejected. The fact

⁸ Even for refugee emergencies, interviewees remarked that if the cluster approach were a success for other emergencies, UNHCR could well be forced to use it also for sectoral coordination in refugee emergencies, with UNHCR playing an inter-cluster coordination role.

that clusters also need to make sure that there are adequate and commonly accessible stockpiling will be a huge shift in preparedness thinking and organisation. Concurrent with the Humanitarian Response Review, some agencies were already dealing with the issues highlighted in the Review. Some agencies had already begun to increase their stockholding of relief items. This is one of the biggest changes in the context for NOREPS, in that stockholding of relief items has increased dramatically since the last NOREPS review in 2000.

The principle that the cluster lead has committed to be the provider of last resort would imply that cluster leads need to at least monitor stockpiles if not maintain their own.

Norway is a strong supporter of the cluster approach. In the Pakistan Earthquake response, the first time that the cluster approach was used, Norway directed the whole of its second round of funding to support the cluster approach (Strand and Borchgrevink, 2006, p. v).

2.6 Norwegian aid policy

Note: Appendix 3 presents the background on the context of the Norwegian development cooperation policy.

Key aspects of Norwegian development cooperation policy are:

- High levels of Official Development Assistance (ODA). Norway gives a higher percentage of GNI as aid than any other major donor. As the 2005 OECD/DAC Peer Review noted 'Norway is setting an example for the DAC' (OECD/DAC, 2005, p. 10).
- A high priority on support for humanitarian action. Approximately 12% of the total aid budget at present is for humanitarian action. Norway is a significant donor of humanitarian assistance. Norway currently provides about 4% of all funding for humanitarian action. Norway's share has been higher in the past. It peaked over 10% in the late 1990s – a result of Norwegian constancy during periods when other donors were giving little⁹.

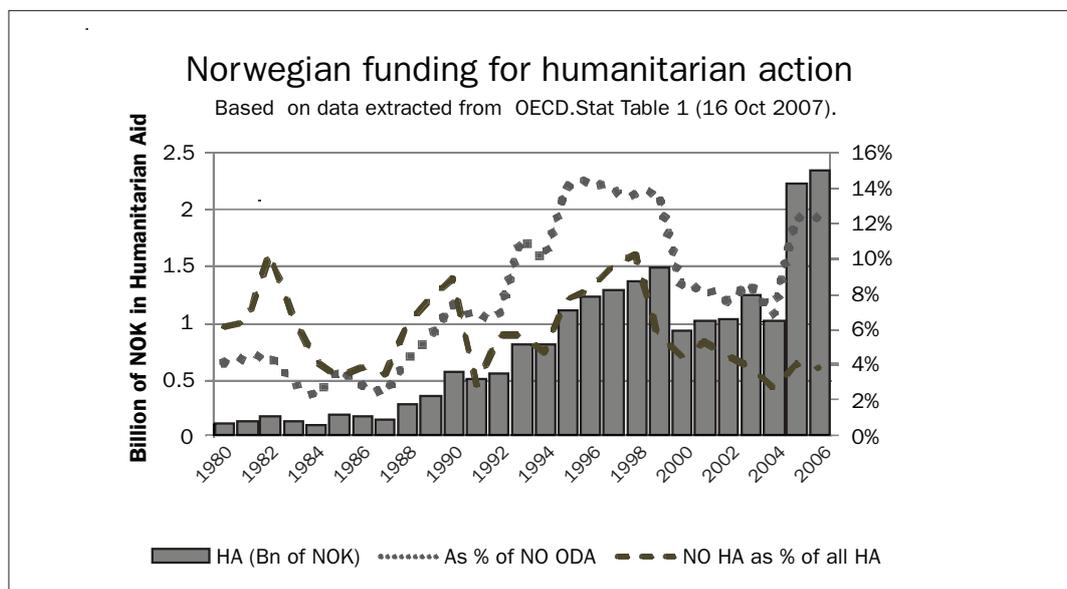


Figure 3: Norwegian HA (Total and as a percentage of Norwegian ODA and of HA from all donors)

- Political and practical support to multilateralism and especially for the leading role of the United Nations in humanitarian response. 28% of all Norwegian ODA went to multilaterals in 2003 (OECD/DAC, 2005, p. 12).
- Continuing support for reform, including donor reform initiatives such as the Paris Declaration on Aid Effectiveness (OECD, 2005) and the earlier Rome Declaration on Harmonisation (OECD, 2003, pp. 10-12). Norway is also a member of the Nordic Plus group of donors¹⁰ and promotes more effective aid and delegated cooperation (COWI, 2006). Norway has also been one of the strongest supporters of the Humanitarian Reform.

⁹ Global HA has seen a boom since the Kosovo crisis in 1999, leading to a downward trend in Norwegian HA as a percentage of HA from all donors.
¹⁰ The seven donors in this group are Norway, Sweden, Denmark, Finland, The Netherlands, Ireland and the UK.

2.7 How this report is structured

The report starts with an introductory chapter which addresses the purpose of the evaluation, the history of NOREPS, its components, and the changing context of both humanitarian assistance and of Norwegian development cooperation. This is followed by a brief chapter setting out the methods used by the evaluation team.

This is followed by four chapters, complete with conclusions and recommendations, structured around the management and organisation of NOREPS and the three NOREPS components (goods, NORSTAFF and service packages). The evaluation criteria were used to structure the discussion within each of the chapters on NOREPS components.

Two final chapters on cross cutting issues and the future of NOREPS. These are followed by a series of Annexes including: the original Terms of Reference; details on the evaluation team; a paper analysing Norwegian development cooperation policy; a background paper on corruption control in NOREPS; a list of persons met, interviewed or consulted; and a bibliography.

The annexes do not include any aide-memoires from the field trips as the team did not prepare them. This was due to both field visits being combined with interviews in capitals, and the short lead time between the second field visit and the presentation of the findings.

3 Methodology

3.1 Data collection

Literature search

The team undertook a general literature search, especially around the Pakistan earthquake response and the flood response, to establish some background data. The team also extensively researched humanitarian issues to place NOREPS in context.

It should be noted that a full text search of the journal *Disasters* revealed only one direct reference to NOREPS (Fjaer, 1995, p. 266) from 1991 to the most recent edition. Searches in other databases (*Web of Science*, *Web of Knowledge*, *JSTOR*, *IngentaConnect*) found only one other reference to NOREPS in academic journals (Cooper and Hocking, 2000, pp. 373-374). The team located a number of books and reports which referred to NOREPS (Bakker, p. 11; Berman and Sams, 2000, p. 353; Cooper et al., 2002, pp. 8,112; Faria, 2004, p. 25; Hansen et al., 2004, p. 21; Jentleson, 2000, p. 353; Stokke, 1999, p. 243). However all of these were passing references only without any detailed analysis. Of these sources, Cooper (2000, pp. 373-374) had the most detailed description of the NOREPS system.

While our search was not exhaustive, the number of reference to NOREPS in the literature was surprisingly small. This suggested that NOREPS was not well known outside a small circle of members and users. This was confirmed by the field work.

Research

A number of specific issues were researched, including references to NOREPS on ReliefWeb¹¹ and Norwegian participation in various reform initiatives. Other research was conducted to answer specific queries.

Team members also researched issues in the MFA archives, paying special attention to the timelines for the treatment of requests, and following up with particular issues identified by interviews or data analysis.

Data analysis

The team did far less analysis of the NOREPS data than planned as we soon discovered problems with the basic data in interviews with suppliers. There were three major problems with data for the overall level of NOREPS expenditure:

- There is no unified NOREPS data as such, but different parts of the system keep some different data.
- It is not always clear, even to the NOREPS members concerned, whether particular expenditures are NOREPS expenditures or not.
- Grants are not categorised in the MFA database as to whether they are NOREPS grants or not.

These factors mean that any figure for the overall size of NOREPS is an estimate.

In theory, Innovation Norway (IN) has data showing the level of both MFA funded and non-MFA funded purchases of NOREPS products. However, suppliers used three different standards for reporting NOREPS sales figures to Innovation Norway:

- one group of suppliers reported all sales of NOREPS catalogue items as NOREPS sales;
- a second group only reported sales of NOREPS catalogue items if they were paid by MFA directly; and

¹¹ This was not very fruitful - only three references were found to NOREPS versus 179 to SRSA in the last ten years. The earliest reference to SRSA was in 1997, the only references to NOREPS were in 2001.

- a third group reported sales if they thought that they had been purchased with funds from MFA (granted to the Red Cross or an NGO).

A further complication was that some suppliers had changed their policy on reporting sales over time. In addition, some suppliers treated data on their total sales of NOREPS products as commercially confidential¹² and only gave the team data on condition that it not be reported. The data on direct funding by MFA for NOREPS products was much more reliable and the team used an analysis of this to target specific files in the Ministry archives.

The team also analysed data from the OECD's statistical database and prepared time series of the level of Norwegian aid over time, and compared this with global trends. We opted to use the OECD data rather than Norwegian data directly as the OECD data is based on data provided by Norway and is directly comparable with data from other donors.

Interviews

Interviews were the primary tool for information gathering. The team used semi-structured interviews with a different question list for each type of interviewee. The question lists are presented in Appendix 6 at the end of this report. The actual questions varied between interviewee to match what the interviewers felt to be most relevant for that interviewee and in line with the responses to other questions.

Some interviews concentrated on specific issues in response to what the team had already learned. Interview notes were written up and were then indexed to allow rapid searching on key words and phrases during the writing of the report.

In some cases the team followed up with emailed requests for additional information following interviews. Nearly two hundred people were interviewed in nine countries. Of these 121 were UN, NGO or Red Cross staff, 31 were MFA or Innovation Norway officials, 29 were NOREPS members, one NORSTAFF secondee, one official from a recipient Government, and seven from other institutions.

One constraint in interviews was that many of those interviewed outside of Norway had never heard of the NOREPS system, limiting their ability to comment on the system as a whole. Knowledge of NOREPS was often limited to procurement offices. Another issue was that NOREPS in-kind donations are sporadic, and this meant that many of those interviewed had not had direct experience of them. However, most interviewees were familiar with specific Norwegian products and seconded staff.

On a positive note, this constraint – lack of familiarity with the NOREPS system – meant that views on the potential usefulness of the system were untainted by prior experience with it.

A final constraint was that, because NOREPS is associated with the Norwegian suppliers, it proved difficult to get interviews with some agencies. This was because the agency personnel were afraid that any contact with suppliers other than through transparent tendering could lead to the suspicion of corruption. This was the situation with the UN's Department for Peace-Keeping Operations¹³.

¹² Some NOREPS commercial members produce similar products in competition with each other.

¹³ It is ironic that a recent internal report has highlighted significant corruption in this department (BBC News, 2007).

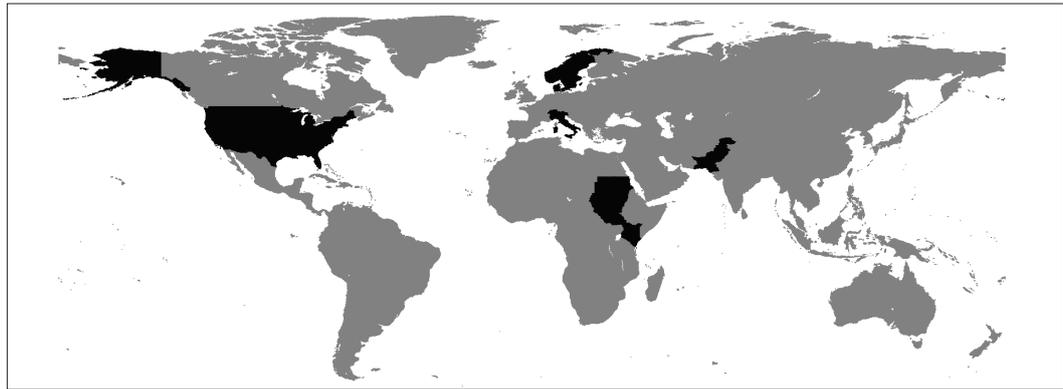


Figure 3: The nine countries where the evaluation team conducted interviews.

Interviews were conducted on the basis that nothing said by the interviewees would be directly attributable to them¹⁴. This means that interviewee views stated in the report are attributed to the general class of person only and not to individuals or organisations. We have also observed the rule that interviewee evidence is cited in support of any particular point only where interviewees were well situated to comment, and have given weight to experience and seniority in assessing interviewee comments.

Beneficiary consultation

The team's plan for the evaluation included consultation with NOREPS beneficiaries¹⁵. However, we faced large difficulties in getting a beneficiary viewpoint. There were a number of reasons for this:

- The NOREPS mechanism for products is only occasionally called into play. This means that instances of the use of NOREPS products provided through the in-kind donation mechanism are relatively few. A similar constraint applies to the OCHA-managed stockpile in Brindisi.
- When following up on the most recent consignment of NOREPS goods (from the Brindisi stock to Pakistan in response to the floods) OCHA was not able to say where exactly the goods had been used. Neither was the National Disaster Management Agency which had received the goods.
- While the NOREPS catalogue includes both items for direct beneficiary use as well as for agencies, the products intended for affected populations are seldom used, in contrast with products that are used directly by agencies (such as storage tents)¹⁶.
- The service package most often deployed is the base camp package. Again this package is not for the direct use by beneficiaries, but for the use of implementing agencies.
- Beneficiaries benefit directly from the NORHOSP module. However, the most recent hospital deployed was to Muzaffarabad in 2005. This hospital had 849 admissions and 803 outpatient treatments (Cosgrave and Nam, 2007, p. 36) during its deployment. Clearly trying to track some of these beneficiaries would be a monumental task in addition to the ethical issues involved around patient confidentiality.
- NORSTAFF may work directly with beneficiaries, but beneficiaries may not be aware that they are NORSTAFF. Again, it would not be realistic to expect beneficiaries to have a view of NORSTAFF.
- The Fieldwork in Pakistan not only coincided with the holy month of Ramadan¹⁷ but also with a time of political tension leading up to the presidential elections and the start of extensive commemorations for the second anniversary of the earthquake.

All of these problems meant that not only was it very difficult to locate persons who had benefited directly from NOREPS products, but since people had normally been exposed to

¹⁴ This interview condition is commonly known as the Chatham House Rule: 'When a meeting, or part thereof, is held under the Chatham House Rule, participants are free to use the information received, but neither the identity nor the affiliation of the speaker(s), nor that of any other participant, may be revealed' (Chatham House, 2007). While the team has identified the persons interviewed, we have taken care that none of the information presented allows the interviewees to be associated with particular comments.

¹⁵ In this report, a beneficiary is taken to be a member of the affected population who received some benefit from the NOREPS system. Agencies (such as UN agencies or the Red Cross) that receive NOREPS goods, packages, or personnel, are referred to as clients.

¹⁶ Several interviewees made the point that Norway could not compete with China or India in the supply of mass-market items, and that there was higher demand for items used by agencies rather than directly by beneficiaries. For example the excellent toolkits from Fiskars for use by telecommunications technicians are frequently called upon whereas the blankets from Fiskars are rarely called upon.

¹⁷ The team had planned initially to travel to Pakistan before Ramadan and to Kenya during Ramadan, but changed the order in response to a request from the Embassies.

only one or two products, there was a danger of biasing the view of the overall NOREPS package, simply on the basis on one or two individual products.

The team had proposed doing a real-time evaluation of the use of NOREPS products if there had been a large scale humanitarian emergency during the evaluation, but (fortunately) there was no emergency.

Instead the team concentrated on the primary customers for NOREPS products, the UN agencies and the Red Cross. In order to get a view on the usefulness of NOREPS products in the field, the team consulted NGOs who were not associated with NOREPS, but had played leading roles in the response to the Pakistan Earthquake and Floods.

Questionnaire

The team conducted a questionnaire survey. Six responses were received in total, but three of these indicated that the recipient did not feel that they were the most appropriate person to answer the questions. The question list is presented in Appendix 7 below.

Given the small number of replies, and the fact that they were congruent with the opinions presented in interviews, the team considered that it would not be appropriate to present an analysis of the responses separate from the general analysis in the report.

Triangulation

The team triangulated their information through:

- Interviewing several different organisations on the same topic.
- Interviewing different levels of organisations.
- Interviewing different components of organisations.
- Comparing research data with interview data.
- Comparing analytical data with other data sources.

The team has put special emphasis on giving stakeholders opportunities to comment on the findings, conclusions, and recommendations of the evaluation so that any errors or differences of interpretation could be highlighted and corrected (in the case of errors) or more clearly presented (in the case of differences of interpretation).

3.2 Controlling bias

No researcher is unbiased. We controlled for biases within the team by working together to develop the broad outlines of the conclusions and recommendations subjecting the draft to team review. We also avoided people with a specific history with particular agencies taking a lead in interviewing those agencies.

3.3 Criteria

The criteria used by the evaluation team were: Relevance; appropriateness; effectiveness; efficiency; sustainability and connectedness; coherence; coordination, impact and cross-cutting issues (environment), gender, and corruption.

Relevance is concerned with assessing whether the project is in line with local needs and priorities (as well as donor policy). Appropriateness is the tailoring of humanitarian activities to local needs, increasing ownership, accountability and cost-effectiveness accordingly. (Beck, 2006, p. 20).

Effectiveness measures the extent to which an activity achieves its purpose, or whether this can be expected to happen on the basis of the outputs (Beck, 2006, p. 21).

Efficiency measures the outputs - qualitative and quantitative - achieved as a result of inputs. This generally requires comparing alternative approaches to achieving an output, to see whether the most efficient approach has been used. (Beck, 2006, p. 21)

Connectedness refers to the need to ensure that activities of a short-term emergency nature are carried out in a context that takes longer-term and interconnected problems into account. (Beck, 2006, p. 20). Connectedness has been adapted from the concept of sustainability - the

idea that interventions should support longer-term goals, and eventually be managed without donor input.

Coherence is the need to assess security, developmental, trade and military policies as well as humanitarian policies, to ensure that there is consistency and, in particular, that all policies take into account humanitarian and human-rights considerations (Beck, 2006, p. 21)

Coordination is the systematic use of policy instruments to deliver humanitarian assistance in a cohesive and effective manner. Such instruments include strategic planning, gathering data and managing information, mobilising resources and ensuring accountability, orchestrating a functional division of labour, negotiating and maintaining a serviceable framework with host political authorities and providing leadership. (Beck, 2006, p. 57) quoting (Minear et al., 1992).

Impact looks at the wider effects of the project - social, economic, technical, [and] environmental - on individuals, gender- and age-groups, communities and institutions. Impacts can be intended and unintended, positive and negative, macro (sector) and micro (household) (Beck, 2006, p. 21).

While the Terms of Reference excuse the evaluation team from commenting on the impact of NOREPS, we have included it as an evaluation criterion as many interviewees commented on impact, and also because it is one of the five basic OECD DAC criteria specified in the *DAC Evaluation Quality Standards (OECD/DAC NDE, 2006)*.

The definitions used are drawn from ALNAP's *Evaluating humanitarian action using the OECD-DAC criteria* (Beck, 2006). We have used this rather than the definitions in the *OECD/DAC Glossary of key terms in evaluation and results based management* (OECD/DAC, 2002) as this glossary does not provide definitions for all of the evaluation criteria used.

We preferred Beck's succinct definitions to those provided in the *OECD/DACs Guidance for evaluating humanitarian assistance in complex emergencies* (OECD/DAC, 1999) or the earlier ODI version of the same guide (Hallam, 1998). In both of these publications the definitions are somewhat submerged in the discussion.

3.5 Strengths and weaknesses in the methodology

The lack of extensive literature on NOREPS, the incompleteness of the available datasets, and the inappropriateness of beneficiary consultation mean that interviews formed the principle source of NOREPS-specific data.

The risks with such a interview-based methodology is that interviews can be seen as situated narratives rather than 'true' accounts (Silverman, 2001, p. 113). Even when viewed as 'true' accounts, there is still a question of what the interviewee wants to project.

However, triangulating interviews between different interviewers, between different levels of organisation, and different levels within organisation, and between different stakeholders with different interests helps to ensure that interviews are a useful source of data.

Many of the senior managers interviewed had substantial experience in humanitarian response (of several decades in some cases). Some had given deep consideration to the problems in the sector and their views must carry a great deal of weight. There was remarkable conformity between different interview sources in this evaluation, and far less divergence than the team leader has encountered in similar evaluations. The low divergence in the opinions offered to the evaluation team suggests that the findings of the team are reliable¹⁸.

¹⁸ Of course, findings may be reliable (replicable) without being valid (representing the true underlying situation). However, as Rossi (2004, p. 220) points out, determining validity is more difficult than determining reliability.

4 Management and organisation of NOREPS

The organisational structure of NOREPS is light and rather informal. MFA is the most important partner in the network, mainly due to its exclusive decision making and financial power. The MFA makes decisions on all in-kind contributions of NOREPS goods, and finances all the other components. The MFA is also the main donor for most non-NOREPS activities of the NGOs. All members also highlighted the important role the MFA representatives have taken on in bringing in relevant policy issues and international trends to the NOREPS discussion forum. This role is more attributed to dedicated individuals though, than to an institutionalised MFA strategy.¹⁹

Innovation Norway (IN) has been tasked to provide secretarial support to the system. Their main role is to manage the relationship between the MFA and the suppliers. IN processes the requests for in-kind donations, gets quotations for their supply and transport and presents these to MFA. IN processes this quite well and suppliers are satisfied with this aspect of IN's work. Although NGOs, NORSTAFF and DCPEP all participate in meetings and discussions, their level of participation is less than for the commercial suppliers. They also find participation in NOREPS less useful for their own work than their commercial counterparts do. For these members, other networks and forums provide the type of discussion around trends and core issues. More importantly, for NORSTAFF and the two main NOREPS packages (DCPEP's base camps and the NORHOSP), strategies and decisions are developed outside of NOREPS. Their relationships with the clients are also managed outside of the NOREPS system. NRC deals directly with the agencies they have MoU with, and DCPEP relates to the relevant agencies through the International Humanitarian Partnership (IHP).

The statistics produced by IN are excellent for goods financed by MFA, but are not an accurate indication of commercial sales by NOREPS members as different members report their sales on different bases. This has prevented any detailed analysis by the team of the balance between sales financed by MFA and general sales for different suppliers. IN does not keep statistics for NORSTAFF and NORHOSP, although the main NORSHOP components are included in the overall reporting from suppliers.

Innovation Norway also facilitates the regular meetings and activities of the NOREPS network, including the general meetings, and the meetings of the working groups. IN also organises the regular visits to Geneva, New York and Rome/Brindisi, as well as the different field visits. Some limited product development has also been promoted through the forum.

The secretariat and the network activities account for less than 1% of the total NOREPS expenditure (Figure 1) of 638 million NOK²⁰ for the four years 2003 to 2006 inclusive. The commercial members have to pay to be members of NOREPS. One efficiency issue is whether membership of the NOREPS forum represents good value for them. The number of members has fluctuated over time, with some of the largest members having been there from the beginning. Several of the smaller firms complained that the cost is too high for them. However, others noted that the costs can be justified in terms of the benefits of having the Norwegian Embassy or the Norwegian Mission inviting clients to meetings. Essentially, each firm has to decide if the potential size of the relief market for their product justifies their investment in NOREPS.

Many countries have followed the example of NOREPS in terms of sending organised delegations to UN agencies to promote their national products. One senior client representative commented that when he began work in the sector, only the Norwegians visited

¹⁹ It should be noted that a high percentage of MFA officials we interviewed did not have knowledge of what NOREPS was about.

²⁰ Equivalent to just under 100 million USD at the then exchange rates.

every year to promote their products but that now every country is doing it. However, he then went on to say that NOREPS was still the best of these delegations.

The general consensus of NOREPS suppliers interviewed was that membership was a better investment for new entrants to the market. Established members already knew the contacts within the agencies. Whether membership is cost effective or not for different commercial members depends mainly on the extent of their likely sales in the relief market, and to the extent of dependence on sales through in-kind contributions.

NOREPS depends almost completely on support from the Ministry of Foreign Affairs. The membership fees paid by the commercial members are supplemented by a grant to Innovation Norway (IN) to manage the coordination of the commercial members. It could be argued that this support is justified as MFA effectively contracts out some of the administrative work around purchasing to IN.

One of the problems of humanitarian assistance is the compartmentalisation of different actors. NGOs tend to work most closely with NGOs, the Red Cross with the ICRC and IFRC and the other national Red Cross societies. While there are fora that join NGOs with the Red Cross (such as the Steering Committee for Humanitarian Response in Geneva), or join all of these with the UN (IASC), there is no other forum that joins humanitarian actors with commercial suppliers.

This compartmentalisation of the aid sector has slowed down learning between different parts of the sector and restricted interchange between the humanitarian sector and associated actors like human rights agencies (Martone, 2002, p. 36). This is true also of relations with the commercial sector. Direct links between humanitarian actors and commercial actors are relatively rare except for procurement links or support for humanitarian work as corporate social responsibility initiatives.

Commercial suppliers often have links with the procurement departments, but not with the programme departments. This makes it difficult for suppliers to understand what product changes or new products may be needed²¹. The NOREPS forum provides a channel for all the members to learn about and discuss changes in the humanitarian environment. Recent topics and working groups have included the impact of the CERF and of the Cluster Approach on humanitarian aid. The interchange of ideas has certainly been useful for commercial members in briefing them about changes in the Humanitarian System. Interviewees often gave this as one of the main advantages of membership. For the humanitarian actors, it is also useful to be made aware of the constraints under which commercial actors operate.

Interviews within NOREPS noted that the level of activity of the NOREPS forum is dependent on the leadership given by MFA. When the MFA officials involved are interested in NOREPS, then the forum is active, but when not, there is very little activity within NOREPS. This vulnerability to the level of interest shown by MFA officials was identified by NOREPS commercial members as one of the main vulnerabilities of NOREPS.

The interaction between the different actors in NOREPS is often cited as one of the best examples of cooperation in the sector.²² While NOREPS is still unique it has inspired attempts to copy it. The Swedish SWEREPS system only exists on paper so far. Several Danish attempts to organise a similar system foundered due to competition between the commercial members. Nowhere else is there a collaborative forum that links commercial with humanitarian actors.

NOREPS has provided a network that has promoted a collaborative approach by different humanitarian actors in Norway. It has contributed to Norwegian NGOs offering complementary rather than competitive profiles in the staff that they offer to international agencies. It has also promoted good coordination between commercial and humanitarian

21 One exception to this is WFP where the procurement department told Wiik that their old model tented warehouse was too heavy, leading Wiik to develop a lighter model. However, there are very close links between WFP logistics, who use the warehouses and WFP procurement.

22 Cooper cites NOREPS as the 'exemplar' of a 'firmly established partnerships in which government and NGOs work together' (Cooper and Hocking, 2000, p. 373), and Bakkar refers to NOREPS as 'One of the best examples of government-NGO co-operation that aims to overcome the gap between early warning and response' (p. 11). While both Cooper and Bakkar refer only to NGO-Government within NOREPS, the cooperation is broader.

actors and may have reduced the hesitation that NGOs experience about entering agreements with commercial actors²³.

4.1 Conclusions

NOREPS has a weak formal structure, and the administration is mostly focused on work related to the products and suppliers. There is no overall management and administration of NOREPS as the personnel rosters and service packages are managed outside of the NOREPS network. This structure should not necessarily change, as the set up is light and cost effective. However, reporting routines and statistics should be improved to ensure a full picture of NOREPS activities. This would imply that either Innovation Norway or the MFA regularly should collect information also from NORSTAFF, the NGOs, the Norwegian Red Cross and DCPEP.

The level of activity by the MFA in NOREPS is very dependent on the level of interest shown by the responsible MFA officials.

An important added value of NOREPS is that it provides a unique forum for dialogue and exchange of ideas between commercial partners and NGOs and policy makers.

NOREPS is exclusively a Norwegian mechanism. This is in line with the tradition of collaborative partnership between different Norwegian actors, but can be seen as contrary to the Norwegian policy which generally favours joint action with groups of like-minded countries together. However, broadening NOREPS in this way would completely change the current NOREPS model and would need further detailed study to develop a suitable new model.

²³ Norwegian Church Aid's field testing of a product for people living with HIV/AIDS that was developed by MEDECO and Compact is a case in point.

5 NOREPS Goods

When asked to define NOREPS many interviewees defined it wholly in terms of the supply of NOREPS goods. This is common also in the literature where NOREPS is often referred to as a supply or stockholding system for relief goods (Berman and Sams, 2000, p. 353; Fjaer, 1995, p. 266).

This chapter looks at the products in the NOREPS catalogue and the different ways in which they reach communities in need:

- through in-kind donations by MFA (see Table 3);
- through commercial sales, often from manufacturers' stockpiles (not shown in Table 3); and
- through MFA owned goods in the OCHA stockpile²⁴ in Brindisi (included in Table 3 as part of the heading UNHRD stockpile).

Table 3 lists the destinations of 290mn NOK of in-kind assistance from 2003 to 2007. Goods in-kind accounted for approximately two fifths of all NOREPS expenditure from 2003 to 2007 (Figure 1).²⁵

Table 3: Destination of in-kind donations of NOREPS goods from 2003 to 2007

Destination of in-kind NOREPS goods donations from MFA	2003 (mn NOK)	2004 (mn NOK)	2005 (mn NOK)	2006 (mn NOK)	2007 (mn NOK)	Total (mn NOK)
<i>Somalia</i>		2.2	6.7	11.0	10.8	30.7
<i>Ethiopia</i>	10.7	-	2.8	13.2	3.0	29.6
<i>Sudan</i>		2.8	23.7	-	0.8	27.3
<i>Indonesia</i>		2.2	21.7	1.4	-	25.2
<i>Pakistan</i>		-	18.7	-	-	18.7
<i>UNHRD Stockpile</i>	3.2	2.2	6.3	4.6	2.0	18.3
<i>DR Congo</i>		2.5	5.5	4.8	-	12.8
<i>Eritrea</i>	7.7	3.0	-	1.4	-	12.1
<i>Lebanon</i>		-	-	10.0	-	10.0
<i>Palestine</i>		5.1	-	3.9	-	9.0
<i>Afghanistan</i>		2.4	3.1	3.2	-	8.8
<i>Liberia</i>	6.6	-	-	-	-	6.6
<i>Burundi</i>		-	5.6	-	-	5.6
<i>Chad</i>		-	3.9	1.6	0.1	5.6
<i>Tanzania</i>	1.2	-	4.4	-	-	5.6
<i>East Timor</i>		1.4	-	4.0	-	5.4
<i>Kenya</i>		3.4	-	1.8	-	5.2
<i>Gaza</i>		-	5.1	-	-	5.1
<i>Malawi</i>	2.6	-	1.9	-	-	4.6
<i>Côte d'Ivoire</i>		2.7	-	1.3	-	3.9
<i>Zimbabwe</i>		-	1.5	2.4	-	3.9
<i>Congo</i>	2.3	1.4	-	-	-	3.6

²⁴ Stockpile: a large supply of things that is kept ready for use in the future (Longman Dictionary of Contemporary English)

²⁵ These figures do not include in-kind donations through DCEP or Norcross, as these donations are not reported as NOREPS. See the methodology chapter for further elaboration of constraints in data analysis.

Destination of in-kind NOREPS goods donations from MFA	2003 (mn NOK)	2004 (mn NOK)	2005 (mn NOK)	2006 (mn NOK)	2007 (mn NOK)	Total (mn NOK)
South Sudan		-	-	1.5	2.0	3.6
Cameroon		-	2.8	-	-	2.8
Haiti		2.6	-	-	-	2.6
Madagascar		2.3	0.2	-	-	2.5
Mongolia		-	2.5	-	-	2.5
Phnom Penh Stockpile		2.4	-	-	-	2.4
Philippines		-	2.3	-	-	2.3
Sri Lanka		-	2.1	-	-	2.1
USA		-	1.7	-	-	1.7
Morocco		1.3	-	-	-	1.3
Tajikistan		-	-	1.1	-	1.1
Iraq		1.0	-	-	-	1.0
Burkina Faso		-	-	1.0	-	1.0
Maldives		-	0.9	-	-	0.9
Congo Brazzaville	0.9	-	-	-	-	0.9
Guinea		0.8	-	-	-	0.8
Iran		0.8	-	-	-	0.8
Algeria	0.7	-	-	-	-	0.7
Central African Republic	0.5	-	-	-	0.1	0.6
Mauritania		-	0.5	-	-	0.5
Mozambique		-	0.5	-	-	0.5
All Destinations	36.5	42.4	124.3	68.1	18.9	290.2

Note: Data from IN. Data for 2007 refers to the first part of the year only.

One constraint for this chapter is that there is a wide range of goods in the NOREPS catalogue and it is difficult to generalise about them as a group as:

- Products are at different parts of their life cycles, some are very mature and face declining sales, others are new products (like the Less stretchers).
- Some products have background demand for general relief and development (e.g. warehouse tents) and others are much more acute emergency specific (e.g. emergency food rations) and see violent changes in the level of demand.
- Some products are for use by agencies (e.g. tool kits) where others are intended for beneficiaries (e.g. blankets).
- The level of product development (and therefore the fitness for the relief market) varies between products.

What one can say is that Norwegian products are perceived as being of high quality. There is also a general perception that Norwegian products are expensive. Some products were perceived as being “too high quality” for the mass relief market²⁶.

5.1 Relevance and appropriateness

The provision of goods-in-kind originally short-circuited the inability of the United Nations to procure goods quickly. However, UN procurement has improved markedly since 1991. There are typically three ways²⁷ in which UN agencies procure goods:

- Long term agreements (LTAs) for a three to five year term with suppliers. These agreements are awarded on the basis of competitive tenders. They typically set not only price but also the minimum stock quantities the suppliers have to be able to supply within different lead times. Some agencies have accelerated ordering procedures where generating a supply

²⁶ In the case of one product, an interviewee reported that while the product is very good it is so expensive that the agency would not use it if it were not provided as an in-kind donation.

²⁷ Some agencies may also use ad hoc accelerated procedures in major emergencies that shortcut normal procedures.

request in a country office automatically leads to supply. LTAs allow rapid procurement in emergencies and UN agency staff in the field were in favour of their agencies establishing more such agreements²⁸.

- Local procurement. This can be the fastest mechanism where there is sufficient delegated authority and goods are available in the local market. Some NOREPS suppliers with in-country stocks in Nairobi have sold goods via local procurement.
- Regular procurement. This involves the normal procurement procedure of asking for bids, evaluating tenders etc. Field staff in the UN estimated that this typically involves a lead time of 4 to 6 months, although one case where the procurement took 18 months was quoted.

Agencies now have far more Long Term Agreements than they did in the early 90's making procurement in emergencies far more rapid²⁹. Also, globalisation and economic development mean that local procurement is now much easier in many countries.

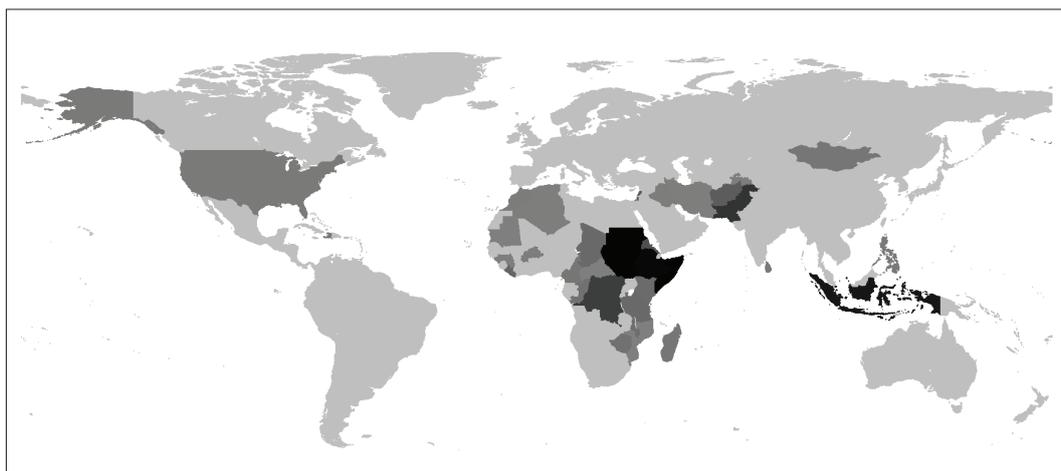


Figure 4: Intensity of NOREPS in-kind donations 2003-2007. The darkest colours represent 30mn NOK in in-kind donations and the lightest about 0.5mn NOK in donations over the period.

The pattern of supply of NOREPS in-kind donations is a reasonable match with the pattern of humanitarian emergencies³⁰. Figure 4 shows the concentration of NOREPS in-kind donations in the Horn, East, and Central Africa, with significant amounts for Indonesia and Pakistan for the Tsunami and Earthquake. The United States appears because of donations of NOREPS goods after Hurricane Katrina.

Core cluster lead responsibilities	Other cluster lead responsibilities
1 Inclusion of key humanitarian partners	1 Participatory and community-based approaches
2 Establishment and maintenance of appropriate humanitarian coordination mechanisms	2 Attention to priority cross-cutting issues (e.g. age, diversity, environment, gender, HIV/AIDS and human rights)
3 Coordination with national/local authorities, State institutions, local civil society and other relevant actors	3 Needs assessment and analysis
4 Provision of assistance or services as a last resort	4 Emergency preparedness
5 Planning and strategy development	5 Application of standards
6 Advocacy and resource mobilization	6 Monitoring and reporting
	7 Training and capacity building

Box 1: UN Reform: Cluster lead responsibilities

28 One interviewee suggested that NOREPS in-kind donations duplicate their own LTA system. There is a certain amount of truth in this, but it is really the other way around, as extensive LTAs are a relatively recent phenomena.

29 For example, Unicef's Supply Division has nearly 2,100 LTAs for 1,500 products from 380 different suppliers. Most of these agreements are for items in the Unipac Catalogue rather than for emergency items and Unicef staff in Pakistan who wrote about the earthquake response commented on the need for more LTAs for products used in emergencies (Ahmad et al., 2006, p. 488).

30 The United States figures on the map because of donations after Hurricane Katrina.

One of the requirements for companies to be members of NOREPS is that they maintain a certain level of stock³¹. Stockpiling is a vital component of the whole NOREPS approach. Interviewees with significant emergency experience repeatedly stressed the importance of stockpiles as a way of facilitating quick responses to humanitarian crises.

In the past, specifications of relief items have either been very loose or based on individual agency standards. In such an environment the NOREPS “quality mark” offered reassurance to agencies.

The goods in the NOREPS catalogue gained their status by being selected by the NOREPS forum together with a commercial test (of procurement by an international agency). While some goods dominate the market within its category and is mostly purchased commercially, there are still some products in the catalogue that have not been bought in competitive tenders by international agencies for a long time, and rely almost exclusively on in-kind contributions.

The cluster coordination approach is one of the fruits of the current UN humanitarian reform. The cluster approach organises humanitarian responses into clusters of agencies with an identified cluster lead with clear responsibilities. The cluster approach is seen as encouraging a cooperative ethos between agencies that can lead to a better quality and more effective response (Cosgrave et al., 2007, p. 4).

At the global level there is a global cluster lead agency that has a range of responsibilities (Box 1). Several of these responsibilities are driving the move towards developing agreed specifications at the cluster level. There is also strong pressure from the logistics cluster for standardisation of non-food-items³². The application of standards is a cluster responsibility (Box 1) and some of the cluster leads with the biggest demand for relief items³³ (Table 4) are making progress in developing cluster standards. This effectively changes the ground rules for supplies not just to the UN but also to NGOs and the Red Cross as the needs of interoperability will favour common specifications for all supplies.

Non-compliance with agency or cluster lead specification is already affecting some NOREPS products. For example WHO cannot purchase some of the NOREPS medical kits as these have a few minor deviations from the WHO standard. This will become a broader issue as cluster leads work to establish standards for the clusters.

Table 4: NOREPS already supplies the clusters.

MFA Financing of clusters with NOREPS stocks and in-kind donations Millions of NOK							
<i>Cluster</i>	2001	2003	2004	2005	2006	2007	Total
<i>Nutrition</i>	2.08	8.71	12.81	28.04	23.53	-	75.18
<i>Shelter</i>	15.72	3.24	5.04	13.03	10.50	12.97	60.51
<i>WASH</i>	2.29	5.78	5.81	20.41	12.83	-	47.12
<i>Health</i>	2.42	10.70	3.96	13.23	10.53	0.12	40.96
<i>Logistics</i>	8.97	2.16	4.06	6.49	5.76	5.20	32.64
<i>Food</i>	-	5.29	5.10	5.06	3.82	-	19.27
<i>Education</i>	-	0.63	1.34	10.84	-	-	12.80
<i>Telecoms</i>	-	-	1.85	6.01	0.27	0.06	8.19
<i>Other</i>	-	-	2.43	21.23	0.85	0.52	25.04
<i>Totals</i>	31.48	36.50	42.40	124.35	68.09	18.87	321.69

Notes: Data from Innovation Norway. 2001 figures are for Afghanistan crisis only. No data for 2002. Products allocated to the cluster most clearly responsible for them. “Other” includes items without a clear cluster, including some products which were not approved NOREPS products on the date of supply.

31 Some suppliers interviewed were not aware of this requirement or of the minimum stock level that they were obliged to keep. IN provided details for the minimum stock levels that had originally been agreed with the different NOREPS members.

32 This stems from the need to be able to categorise items so that they can be monitored by stock control systems.

33 The Shelter Cluster (also responsible for non-food relief items) and the WASH Cluster.

The amount of product development by NOREPS suppliers varies. Some suppliers are very actively engaged with clients or with other NOREPS members to further develop their products. Others take a more relaxed attitude.

The relief market is a difficult market for new entrants and for new products. It is fractured both geographically and temporally between major emergencies. There are no “trade journals” covering the sector other than academic publications that generally carry little or no advertising. Trade shows are more frequent than in the past, but are still quite rare and tend to be attended by procurement rather than programme staff (who generally specify what they would like to have procured).

While IN has a number of tools (under its industrial development hat) for promoting product development none of these are specifically targeted at relief products³⁴. Neither does MFA specifically support new products or product development as such, even where such products might be of particular interest to the sector³⁵.

Interviewees from some of the main humanitarian response agencies acknowledged that there has been little attention paid by them to product development. This continues to be a gap. Improved relief products offer the potential for more appropriate and relevant responses.

5.2 Effectiveness

The huge improvements in UN procurement mean that the in-kind donations are no longer so effective. Suppliers stated that in some cases agencies in the field preferred to receive in-kind donations as they were faster than procurement through agencies. However, no one interviewed in the field expressed a preference for good-in-kind over cash contributions. Apart from WHO, all agencies expressed a preference for cash donations over in-kind donations.

One of the reasons given by several agencies for preferring cash was that the agencies can themselves buy the same Norwegian goods for up to 20% less than if the goods are supplied as in-kind donations. This is because agencies may be able to access goods through LTAs with keen pricing³⁶ whereas IN note that the prices quotes by suppliers to them probably reflect the smaller volume of orders for in-kind donations.

One supplier interviewed stated that he used to give higher prices for quotes to MFA than directly to agencies. While it may be normal commercial practice to give lower prices on LTAs where high volumes are expected, the price disparity encourages agencies to prefer cash to in-kind donations. It should be noted that some suppliers quote the same prices whether for MFA or agencies.

When NOREPS was first introduced, relief goods stockpiles were relatively rare. The UN had virtually no stockpiles, apart from stocks for particular country programmes and a small stockpile in Pisa. NOREPS was a solution for the inability of the UN to maintain significant contingency stocks between different crises. The Red Cross Network had significant stockholding already.

One of the consequences of humanitarian reform has been a dramatically improved stockholding by the UN. UNHCR has most of a stock (excluding tents) for 500,000 beneficiaries. Unicef is also developing its stocks. WFP has significant stocks of equipment to support its operations.

Stockholding is a requirement for NOREPS members. Currently, NOREPS members hold nearly three times the agreed minimum level of stock (Figure 5). This is partially the consequence of the relatively low number and scale of humanitarian emergencies since 2005. It is also the consequence of the nature of the market. Several suppliers remarked that for the relief market, other than for LTAs, you can only sell goods from stock as no one can wait for goods to be manufactured.

34 IN support that has been used for developing some NOREPS and non-NOREPS products for the relief market, but most of the current members reported that they had not used this support.

35 One case in point is the product developed by Compact and Medeco for people living with AIDS. This meets a real need in the market, but is unlikely to be taken up until it is more widely known. This is a case where MFA could support a new product.

36 WFP allows other UN agencies to access logistics goods acquired through WFP's LTAs with different suppliers.

NOREPS suppliers hold their stocks at a variety of locations with the largest stock held in their own premises in Norway. Several suppliers are located near Gardermoen Airport, making it particularly appropriate to store goods on their premises. NOREPS partners also hold common stocks at the NOREPS warehouse at Gardermoen (administrated by the Norwegian Red Cross) and in Dubai. The latter stock is administered by NCA on behalf of NOREPS, through a recent agreement with UNHRD/WFP. This stock will mainly replace the current Kenya stock. NOREPS goods are also stocked in Malawi and Cambodia (to be moved to Malaysia).

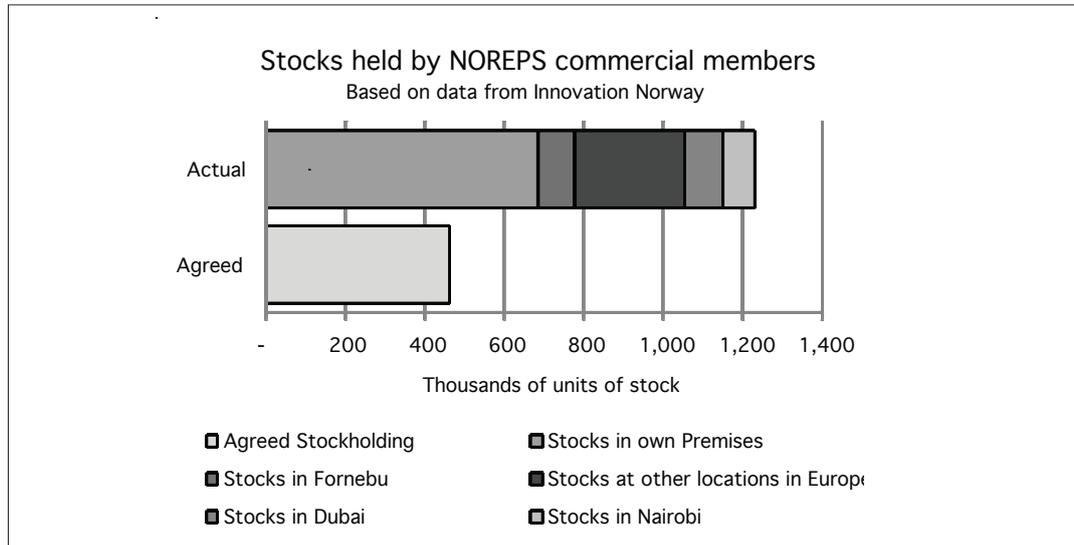


Figure 5: Levels of stockholding of NOREPS products.

Interviewees both among NOREPS clients and the suppliers confirmed that stockholding by NOREPS members has been effective. Suppliers stated that manufacturers' stocks have played a large role in many emergency responses, and this was supported by evidence of rapid shipment. It has allowed UN agencies, the Red Cross, and NGOs to respond quickly to emergencies in different parts of the world. Interviewees stated that this rapid response had saved lives.

Interviewees noted that the nearer stocks are to a crisis site, the more effective they are at saving lives and preventing suffering. However this must be balanced against the cost of maintaining stocks at a lot of different locations and the longer turnover period. All items have a limited shelf-life and are subject to deterioration in storage.

Some interviewees advocated for more and better country level stocks. However, while stocks in any one country are the ideal for responses within that country, stocks held at the country level may not be available for an emergency in a neighbouring country, or may take time to clear through customs, even when held in a duty-free zone.

The UNHRD system is seen as part of the answer to this problem. Reduced flying times means that transport costs are lower and goods arrive quickly enough to be sent on before the main transport hubs become congested.

Brindisi is now a UNHRD depot. The stock there was originally located at Pisa and was under the management of OCHA's predecessors - the United Nations Disaster Relief Organisation (UNDRO) and later the Department for Humanitarian Affairs (DHA).



Figure 4: UNHRD Depots

The OCHA controlled stock has relief items for about 40,000 people each from NOREPS and from the Italian Government. There is a small stock of items financed by Luxembourg. There is an Irish Aid stock established in 2006, under the control of the Irish Government, but for which the Irish Government have now signed a contract with OCHA. While the NOREPS stock represents close to 50% of the OCHA stock, its share in money terms is higher as the Norwegian stock contains higher-value items than the Italian stock.

The Brindisi NOREPS stock has had very low turnover. It suffers from several problems:

- There is almost no knowledge of the existence of the stock within the humanitarian response community. The team were sometimes surprised to find that even quite experienced humanitarian personnel were unaware of the existence of the stocks³⁷.
- It is rarely used on demand from the field. The typical pattern is for OCHA Geneva to decide what is needed, rather than the field making a specific request³⁸.
- The items in the stockpile do not necessarily meet agency specifications.

The low level of awareness of the existence of the Brindisi stocks, and the fact that they are supplied to the field rather than being sent in response to request are both major problems. This limits the use of the stocks to major emergencies where senior OCHA staff can be expected to be aware of the stocks.

While major humanitarian emergencies occur only every few years, WHO estimates that there are four small-scale emergencies every year that it responds to. There is clearly a lot more scope for the use of the NOREPS Brindisi and other stockpiles in such small-scale emergencies³⁹.

5.3 Efficiency

There is a clear difference between how urgent requests for in-kind donations are dealt with and how non-urgent requests are dealt with. While urgent requests are normally dealt with quickly, this is not true of non-urgent requests. Suppliers and some agency interviewees gave specific instances of non-urgent requests on which MFA took no decision for many months.

Two separate instances were quoted of where, having had no response to a request for an in-kind donation, country offices had then purchased the goods, only to have the requested goods arrive both as in-kind donations and as purchased items.

Interviewees were divided on whether MFA processing was slower than it was previously. Suppliers generally said that the processing of such requests was slower, others stating that there was no difference and that some requests have always been processed slowly.

However, Table 5 clearly shows that MFA has in the past processed such requests quite quickly. These filled requests were picked at random to represent a cross-section of typical requests. One request, for Unicef in DRC in 2006, was formally approved the day after the request, and another was approved the day following the receipt of the last quotation. The team concluded that the real delays occurred between the first contact and the formal request⁴⁰.

37 One team member noted that despite several assignments for OCHA involving briefings in Geneva, she had never been briefed on the existence of the stock.

38 This was the case with the dispatch of Brindisi items to Pakistan. The WASH cluster said that they had large carry-over stocks from the 2005 Earthquake response and were able to meet needs from these. An examination of the email traffic showed that the items sent had not been requested by the field, but were offered by Geneva. This was confirmed by OCHA in Geneva who informed the team that lists of material are normally drawn up in Geneva on the basis of the situation reports from the field. In Pakistan, the shipment was offered to the office of the Resident Coordinator who passed the offer on to the National Disaster Management Agency. From comments made to the team by interviewees it was clear that the Norwegian Government believed that the request had come from the field, and the field believed that they were complying with a donor push to accept an in-kind donation.

39 One recent exception to the pattern of use of the Brindisi stocks has been the request for goods for the flooding in Northern Uganda. There, the request had come from a member of the WASH cluster who previously worked with OCHA in Geneva and was aware of the existence of the stocks. Most WASH cluster leads are not aware of the Brindisi Stocks. This demonstrates that broader knowledge of the stocks could lead to broader use.

40 Agency representatives in the field complained that it was difficult to know how and to whom requests for donations-in-kind should be directed.

Table 5: MFA processing of requests for in-kind donations

Timelines for requests, shown as days before and after the formal request	WFP in Cambodia- (2004)	Unicef in DRC (2005)	OCHA Pakistan (2005)	Unicef in DRC (2006)
First contact to Embassy				[63]
First contact to MFA	[72]		[8]	[57]
Second contact			[4]	
Formal request to MFA	Friday 24 Sep-04	Monday 11 Apr-05	Tuesday 18 Oct-05	Tuesday 30 May-06
First quotation received		3		[22]
Last quotation received		10		
MFA Authorisation	5	11	3	1
MFA formal grant			10	
Receipt acknowledged	8	8		8

Note: Events before the formal request are shown with the number of days in square brackets [8]. Other events are shown as the number of days after the formal request.

A bigger problem is that in-kind donations are not predictable either for the agencies requesting them, or for suppliers hoping that such requests will lead to sales. Some specific requests had gone unanswered for six months. This adds to the general unpredictability of demand for relief products from year to year⁴¹, one of the factors that makes working in the market very difficult for suppliers.

Rotation of the NOREPS stocks held by OCHA has been far lower than for stocks held by the suppliers. Rotation of stocks is the key to efficient stockpiling. It guarantees not only a lower stocking cost per item passing through but also:

- wider knowledge in the aid community of the existence of the stocks;
- less deterioration or obsolescence in the stocks; and
- a higher chance that stocks are meeting humanitarian needs.

The stocks held at Brindisi for the Italian Government have been turned over more frequently⁴². This is partly because of the active role that the Italian Government takes with the stocks, often sending shipments to the Italian ambassadors in affected countries.

The Irish Government's stocks at Brindisi have also turned over faster than the NOREPS stocks. This is due in part to almost all of these stocks being unbranded⁴³, allowing them to be lent to others and later replenished.

Branding of relief supplies with the NOREPS logos or with agency logos is a problem in humanitarian relief as donors and agencies are reluctant to use goods that are branded with the logos of other donors or agencies, or in some cases to have goods with their brand used by other agencies. Issues around branding related to the evaluation team included:

- One instance where the UN and the Red Cross had branded tents in Iran and Pakistan and had to fly them from one to the other as the Red Cross could not use UN branded tents and vice versa.
- UNHCR plans (20 to 25%) to have part of their relief stock unbranded⁴³ to allow use by other agencies.
- WFP has specified that new warehouse tents should have a system for changing the branding to allow their use by different agencies.
- Participation by NGOs in the common non-food-item supply chain in Sudan is being threatened by the branding of all goods procured by Unicef.

As the first example shows, branding can bring significant inefficiencies. The costs are not for applying the logo or brand itself, but also the cost due to the lack of flexibility it causes in the

41 Suppliers gave instances of where demand had varied by a factor of five to ten between different years.

42 OCHA make the point that even though the volume of the Norwegian turnover is lower the value turned over is similar in 2006 as the Norwegian stocks are higher value items.

43 Some of the Irish items actually have NOREPS stickers on the packing crates because they have been purchased from NOREPS suppliers.

system. The humanitarian concern is quite simple: it is unconscionable that people do not get the assistance that they need because it bears the wrong agency or donor's brand.

OCHA's control of the Brindisi stocks is a historical relic from the UNDR0 days. UNDR0 had an operational rather than a coordination role like OCHA. Several senior OCHA interviewees acknowledged that operating stocks is not central to OCHA's strategic skills set or mandate. The Brindisi stock illustrates some of the issues around stockpile management:

- OCHA has not been effective in informing potential users of the existence of the stocks. In the fieldwork the team found little knowledge of the Brindisi stocks among those most likely to need to use them.
- As knowledge of the stocks is limited, issues of the stocks are generally proposed by OCHA Geneva instead of being requested by the field. This means that items sent are not always needed.
- Each issue of the stocks is referred back to the MFA as there is no general fund for transport. MFA normally agrees the issue in less than a day⁴⁴ and makes a grant for the transport of the goods. The Italian Government does it in a different way, with a fund held by UNHRD for the transport of their goods. This makes the process smoother for the Italian government.
- There is no guarantee on the automatic replacement of the stocks. By contrast the Irish Government has guaranteed to fund the rotation of their stocks at least twice a year. In addition, each replenishment of the NOREPS stock requires yet another grant to be processed by MFA.
- Reporting on the use of the stocks has been fairly rudimentary.

These arrangements give the MFA a good deal of control over each individual use of the stockpile. However they also place an unnecessary administrative load on MFA without giving a better overview of how the stocks are actually used. The close control also runs counter to the broader Norwegian policy of not earmarking money and relying on UN agencies to set the priorities.

Ideally, it is the potential users of stocks that should be able to call them forward to ensure that stocks are used to meet real needs. Clearly the current reform process suggests that the mechanism for calling stocks forward should probably be:

- the cluster lead agencies in a 'clusterised' emergency response; and
- the sector lead or the IASC country team in emergencies which are not clusterised (either because they are refugee emergencies or too small).

5.4 Sustainability and connectedness

The importance and level of relief sales as a proportion of all sales varies from one supplier to another, as has the importance of in-kind donations (Table 6). The ending of tied aid has made participation in the relief market more difficult for some, including one former NOREPS supplier who has closed their business as a result. For suppliers, one of the chief advantages of being a member of NOREPS is the benefit from having MFA purchase their products for use as an in-kind donation.

Table 6: NOREPS financing by supplier:

MFA financing for NOREPS products in Millions of NOK by supplier								
Supplier	2001	2003	2004	2005	2006	2007	Total	NOREPS Membership
Compact	-	8.71	12.81	28.04	23.53	-	73.09	Full
Scanwater	2.29	5.78	5.81	22.05	12.81	-	48.74	Called Plastec till 2005
Rofi	13.23	1.08	6.95	9.01	9.79	0.52	40.59	Full
Medeco	2.40	10.70	3.96	13.23	9.68	-	39.97	Full
Stork	-	0.63	-	11.25	-	12.97	24.85	Full
OB Wiik	8.05	1.22	3.14	4.21	1.05	4.51	22.17	Full
Uniteam	-	-	-	20.41	-	-	20.41	Aspirant at time

⁴⁴ The Pakistan floods were an exception to this. In this case MFA said that they would approve release of the items in stock in relation to whatever was contained in the appeal.

MFA financing for NOREPS products in Millions of NOK by supplier								
Supplier	2001	2003	2004	2005	2006	2007	Total	NOREPS Membership
Nodec	-	5.29	5.10	5.06	3.82	-	19.27	No longer a member
Giertsen	3.01	0.96	0.30	2.25	4.51	0.81	11.84	Full
Fiskars	2.48	2.14	1.86	2.74	1.83	0.06	11.11	Full
Telenor	-	-	1.85	5.89	-	-	7.74	Full
Sealift	-	-	0.62	0.09	0.22	-	0.93	Full
Less	-	-	-	-	0.85	-	0.85	Aspirant
Neratek	-	-	-	0.12	-	-	0.12	Owned by Telenor
Polynor	0.02	-	-	-	-	-	0.02	Full
Total	31.48	36.50	42.40	124.35	68.09	18.87	321.69	

Notes: Data from Innovation Norway. 2001 figures are for Afghanistan crisis only. The Uniteam products were not approved NOREPS products at the time of supply in 2005. 2007 data are for January to June only.

All the NOREPS suppliers face the same problem. Manufacturing costs are high in Norway as in Western Europe generally. Globalisation means the range of goods which it is economic to produce in Norway is moving more and more to high-tech and high value-added goods. Low-tech bulk relief items are cheaper to produce elsewhere.

The present trend is for the production of relief goods to be increasingly concentrated in China and other emerging economies. One problem with this is that these countries are often subject themselves to large scale natural disasters. The concentration of the production of relief items in one region brings risks both to production and to accessibility. The case of tents in Pakistan illustrates one of these risks. Pakistan is the world's largest producer of tents for relief. However, after the October 2005 Earthquake the government there banned the export of tents, even though the majority of tents produced there were not suitable for use in winter in the mountain areas.

Some NOREPS suppliers have already moved part of their production overseas (e.g. Rofi makes its emergency shelter tents in China), and some products include a significant level of non-Norwegian product in any case. Suppliers interviewed expected that their products would include increasing amounts of non-Norwegian components. This raises the question as to whether the NOREPS catalogue should be for Norwegian manufactured items or items from Norwegian suppliers.

Ending all support for Norwegian producers immediately would force some to leave the market and reduce the overall international capacity to meet the next large emergency. The pressure on suppliers has arisen partly because there has been, at the time of writing, no very large humanitarian emergency response since 2005. Donations in 2005 and early 2006 were significantly higher than the average for 2003-2004.

When NOREPS was first established, UN procurement was generally quite slow and there were few UN stockpiles. UN procurement has improved significantly, but stockpiles are still relatively limited. Many of the UNHRD warehouses have small levels of stock. Good procurement cannot replace stockpiling because of the lead times involved in production of procured items.

5.5 Coherence

One of the issues in the terms of reference was the question as to the extent that NOREPS suppliers were promoting development by producing goods in developing countries. There were questions about producing some goods in Kenya through local partnerships there.

NOREPS suppliers are already promoting development overseas, but not in recipient countries so much as in rapidly industrialising developing countries in Asia like China. This reflects economic realities. Unfortunately, despite low labour costs, industry in Africa is often not able to compete with Asia, in part due to infrastructural and general development constraints. NOREPS suppliers are bound by the same economic logic as everyone else.

The untying of aid makes the supply of in-kind donations generally unattractive. However, relatively few persons met in the field were aware that Norwegian aid had been untied⁴⁵, and some clearly believed that requests for Norwegian goods were more likely to be met than requests for funding. The perception was that in-kind donations would lead to reduced cash contributions.

While in-kind donations may be the second choice for agencies with a large logistics and emergency response capacity they are still the first choice for the World Health Organisation (WHO). WHO is primarily a development organisation with a normative function (setting standards) and has a relatively small emergency section and little funding for emergencies. Its delegations are therefore less accustomed to dealing with emergency shipments and appreciate the ease of dealing with in-kind donations.

One of the driving forces behind the UN's humanitarian reform was the recognition of the need for greater predictability in the international humanitarian aid sector. The outcome of any request for in-kind donations has not been predictable.

As with the stockpiled cash in the Central Emergency Response Fund (CERF) stockpiled goods offer more predictability for the resourcing of humanitarian response. Channelling in-kind donations through a demand based system centred on stockpiles would be more coherent with overall Norwegian policy and could be used as a tool for strengthening humanitarian reform.

The international humanitarian system is going through a period of rapid change. Both the CERF and the cluster approach are having a major impact on the architecture of humanitarian response. The overwhelming majority of respondents highlighted the usefulness of the CERF and the cluster approach in recent crises. However, it was clear from some interviewees that there is considerable opposition within some UN agencies to the cluster approach, and that NGOs are concerned about the quality of cluster management as well as their access to CERF funds.

A further aspect of coherence is that current NOREPS stocks are not available to support country-level preparedness. While it is not justified to hold large stocks at country level, there is a good argument for holding small stocks to meet the immediate needs in small disasters and the initial needs in larger ones⁴⁶.

NOREPS marketing is concentrated on existing customers, and is sometimes on the wrong targets. No special effort is made to advertise the ready availability of NOREPS supplies to potential users after emergencies. While the UN and the Red Cross are the primary markets for NOREPS, some NGOs now have considerable turnover⁴⁷ and could usefully be targeted for marketing.

5.6 Impact

Improvements in UN procurement, and changes in the global market, have significantly reduced the potential impact of ad-hoc in-kind donations of NOREPS goods. Some NOREPS products, such as the storage tents from two NOREPS members, play a key role in all current relief operations. However these products are bought under long term agreement far more often than they are provided as in-kind donations.

Interviewees credited some Norwegian products with saving lives both in historical emergencies and as recently as this year. However, in the recent case, the products had been purchased rather than provided as in-kind donations.

Several instances were given by interviewees in the agencies of where items supplied from NOREPS stocks had played a key role in emergency response and had saved lives. Stockholding by NOREPS has been effective and has contributed to rapid humanitarian response.

⁴⁵ The continuation of ad hoc supply of donations-in-kind helps to suggest that Norway still practices the tying of aid. In fact the 2005 DAC Development Cooperation Report shows that 99.6% of Norwegian aid was untied in 2005, the third highest level of untying among major donors, after Ireland and the United Kingdom (100% each) (OECD DAC, 2006, pp. 183-Table 123).

⁴⁶ A recent UNICEF study suggested that 90% of disasters are dealt with at the country level and do not get reported widely.

⁴⁷ World Vision's total income in 2006 was \$2.1 million, which is more than UNHCR's, for example (World Vision, 2007, p. 8).

The potential impact of stockpiles is greatest in humanitarian crises in Africa as manufacturing capacity is much more limited there and commercial stockholdings by local producers and merchants are much smaller than in Asia or Latin America.

5.7 Conclusions

The provision of NOREPS goods as in-kind donations was very appropriate when NOREPS first started. However, market changes, the untying of Norwegian aid, and improvements in agency procurement, make such donations less suitable now as agencies are better at procuring what they need. The outcome of requests for ad hoc in-kind donations is unpredictable. All of these mean that the in-kind donations are no longer appropriate.

Suddenly ending all in-kind donations of Norwegian products would force some of those suppliers to leave the relief market and reduce the capacity to respond to future humanitarian emergencies. This is a concern as the present capacity is insufficient for major emergencies and the concentration of the production of relief goods in one region brings risks with it.

Stockpiles offer a real way of reducing death, suffering and distress in emergencies. The level of humanitarian stockpiles is increasing and the new UNHRD Network promises to make humanitarian stockpiles more effective and more efficient. However, humanitarian stocks are still not adequate to meet a major emergency that affects millions of beneficiaries, nor are they readily available for smaller emergencies that don't attract much attention.

The Brindisi stock has been little used. This is not a reflection of needs, but of the way in which it was managed by OCHA. The present management arrangements impose a large overhead on MFA without bringing much information on the final use of the stocks. Despite the limited role of the Brindisi stocks, the stocks held by the suppliers have played a key role in humanitarian response.

The cluster coordination system is becoming the new mechanism for agreeing standards within humanitarian aid. Not all the NOREPS products comply with the emerging cluster standards. There is an opportunity for Norway to support the cluster system through providing resources through the cluster system. As with the stockpiled cash in the Central Emergency Response Fund (CERF) stockpiled goods offer more predictability for the resourcing of humanitarian responses. NOREPS goods could provide a predictable source of support for the clusters in both small and large emergencies.

In-kind donations are appropriate for supporting the cluster system as the clusters are still in the process of formation and the allocation of goods is less contentious than the allocation of cash resources. However, it is expected that within five years, when the clusters are well established, in-kind donations may no longer be appropriate there.

IN has done a good job on managing the details of in-kind donations. Statistics for overall sales by NOREPS member are less satisfactory because of variations between suppliers in how they report their sales. However, marketing is still concentrated on UN agencies even though many of these now have smaller turnovers than the largest NGOs.

5.8 Recommendations

The following recommendations should be seen as being for a transitional period of five years only.

In-kind donations in response to ad hoc requests are far less appropriate than they once were.

MFA should no longer support ad hoc requests for in-kind donations, but should only consider ad hoc requests for funding.

Norway relief goods have been effective in the past in saving lives in emergencies. Any sudden ending of MFA support for Norwegian manufacturers puts the continued presence of Norwegian suppliers in the market at risk and would reduce the overall capacity of the system to respond to humanitarian emergencies.

MFA should continue with in-kind assistance for a five year transitional period, but should channel it through the UNHRD system for use in both small and large emergencies.

MFA should establish clear rules from the use of donated stocks so that requests for goods from the stockpiles can be processed without reference to MFA.

MFA should replenish stockpiled stocks automatically up to the level of the average cost of NOREPS in-kind donations for 2003 and 2004.

These three recommendations require that MFA:

- Hold discussion with the global cluster leads on which Norwegian goods, and what amounts of them, should be held in stock.
- Change management of stocks from OCHA to WFP/UNHRD having negotiated a suitable MoU with WFP/UNHRD. The release authority should be decided after consultations with OCHA and the Cluster leads.
- Establish a fund for the payment of transport costs for the stocks, including internal transport, storage, and handling, probably to be managed by WFP/UNHRD.
- Distribute Norwegian stocks throughout the UNHRD system with a priority for Africa.
- Agree rules for the drawdown of stocks so that they can be drawn down without referral to MFA. The rules for drawing down of stocks should allow cluster leads, Humanitarian Coordinators, and IASC country teams to call on the stocks when there is an emergency in progress. They should also allow for the creation of small country-level stocks.
- Establish a fund for the replenishment of items called forward from the stocks, to be managed by Innovation Norway.

6 Norstaff

NORSTAFF is a roster of personnel managed by the Norwegian Refugee Council on behalf of MFA. In response to requests from UN agencies, NORSTAFF:

- Identifies candidates;
- contracts the candidate approved by the UN organisation for a maximum of 6 months (although contract can be extended);
- makes all travel arrangements including vaccines, visas, and insurance,
- pays the salary and allowances; and
- briefs before and debriefs after the mission.

The UN agency has to request the posting, approve one candidate, receive the candidate, provide office space, transport, and security equipment, task them in accordance with the post Terms of Reference, supervise and evaluate their performance. NORSTAFF are therefore a cheap source of what interviewees described as good quality staff for the UN. There are more requests each year than can be filled with the available budget.

NORSTAFF are available on 72 hours notice. However, the administrative requirements on the UN side mean that this period is usually much longer. NORSTAFF is not simply a roster. The roster is supported by a capacity building programme for the NORSTAFF and close support for staff in the field.

NORSTAFF is a major component of NOREPS and accounts for nearly half the total NOREPS expenditure.

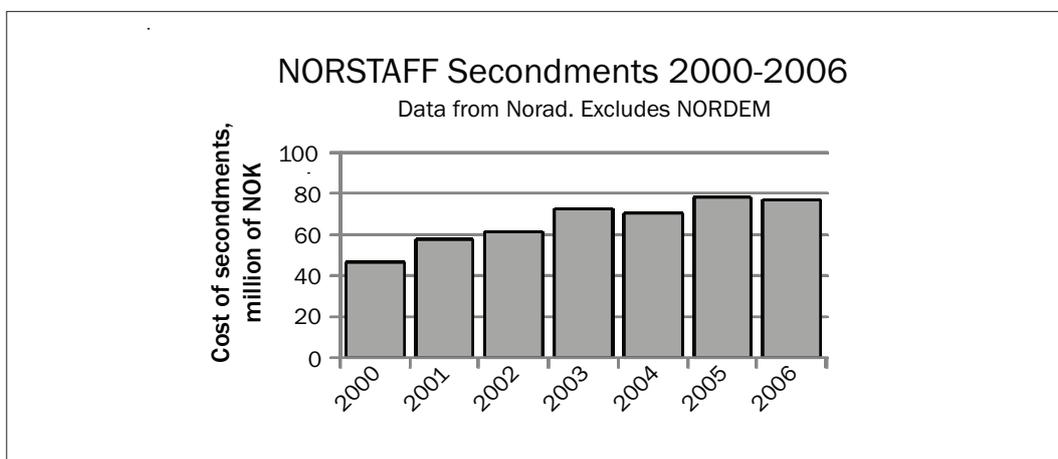


Figure 6: The cost of NORSTAFF secondments: 2000-2006

Our understanding of the objective of this component of NOREPS is that it is intended:

To promote a more effective and efficient international response to meet humanitarian needs in crises through seconding key staff to operational UN agencies.

The Norwegian Refugee Council operates several different rosters on behalf of the MFA/ Norad. Only some of these are regarded as part of NOREPS (Table 7). NCA had 128 roster members overseas (including non-NOREPS rosters) on mission in May 2007. UNHCR (219 person months in 2006), Unicef (148), WFP (130), and OCHA (88) are the four biggest users of the NORSTAFF system.

Table 7: Emergency Rosters operated by NRC on behalf of MFA/Norad

Roster	Members	Contents	Part of NOREPS?
<i>ProCap</i>	11	Senior staff to develop protection capacity in agencies	No
<i>GenCap</i>	17	Senior gender specialists to support gender aware programming in agencies	No
<i>NORDEM</i>	289	Personnel to support democratisation and human rights mission	No
<i>NORSTAFF</i>	494	Norwegian or European-based relief professionals	Yes
<i>NORAFRIC</i>	52	Africa-based relief professionals	Yes
<i>NORMIDEAST</i>	38	Middle-East based relief professionals	Yes
<i>NORASIA</i>	-	Asia-based relief professionals – under recruitment at the time of the evaluation	Yes
<i>Totals</i>	901	Of which 584 can be considered as NOREPS	

In addition to these rosters, NRC also manages one-off rosters to support specific missions that fall outside the parameters of the other rosters. NRC has provided over 4,000 personnel missions since 1991.

It should be noted that while discussion of Norwegian in-kind donations provoked mixed views among UN interviewees, discussion of NORSTAFF brought forth uniformly positive views.

6.1 Relevance and appropriateness

In the same way that in-kind donations dealt with the UN's inability to procure needed items quickly, NORSTAFF was a solution for the inability of the UN system to recruit staff in a timely manner in emergencies⁴⁸.

While UN procurement has improved dramatically, interviews stated that UN recruitment has not improved to anything like the same extent⁴⁹. Operational UN agencies are more reliant than ever on partners like the Norwegian Refugee Council (NRC) to augment staff numbers in emergencies.

Norwegian secondees from NOREPS were generally seen by interviewees as being experienced and skilled with appropriate profiles for their roles. Some agency staff stated that they preferred using secondees as their quality was more certain than the quality of staff recruited through normal processes.

Many interviewees identified suitable staff as the biggest bottleneck in emergency response, clearly indicating the continuing relevance of NORSTAFF for emergencies. However, if NORSTAFF are to be available for acute emergencies, the system must then also function between emergencies to maintain a pool of skilled secondees and to ensure that agencies are familiar with the system.

NRC has developed the standby concept first used in 1991 by deepening it with training for roster members and by broadening it with new projects and approaches. The special projects to build protection and gender capacity within agencies are one example. While this falls outside NOREPS there is some cross fertilisation with the NOREPS registers.

6.2 Effectiveness

NORSTAFF are generally posted to field roles, and almost never to headquarters. This limits their exposure to headquarter issues, but ensures that they are placed close to the affected population. However this is a loss for agency headquarters as secondees often offer cross-

48 NORSTAFF grew out of UNHCR's need for staff in response to the Iraq crisis and its inability to recruit the required numbers quickly (Kenny, 1996, p. 47).

49 There have been some improvements, but UN agencies are probably more reliant than ever on staff secondments in emergencies.

agency experience. It would also allow more Norwegian representation at agency headquarters.

Interviewees generally regarded NORSTAFF as effective in their roles. A few interviewees suggested that NORSTAFF could be more effective if they were available for 12 months at a time or longer⁵⁰. However the policy is that NORSTAFF are only intended to be temporary fill-in while vacancies are filled through the normal recruitment processes.

NORSTAFF have been very effective in OCHA and other agencies at strengthening coordination. The effectiveness of NORSTAFF can be judged from the following facts:

- the NORSTAFF model has been widely imitated, most recently by Irish Aid;
- the demand for NORSTAFF secondees exceeds the available funding; and
- NRC has been asked to develop new concepts on behalf of the UN.

6.3 Efficiency

There are several agencies in the region (SRSA, SIDA, and DRC) offering services similar to NORSTAFF. There is limited interchange between these different providers apart from annual meetings with different UN agencies⁵¹. A more coordinated approach might offer advantages in terms of shared training and other costs.

For the UN the seconded personnel are free of charge, apart from internal travel and indirect office and security equipment costs. Funding secondees costs MFA less than it would cost MFA to fund the same staff if they were directly recruited by the UN. One part of the reason for this is that the cost of secondees to MFA does not include some indirect costs that are met by the Norwegian social welfare system.

NORSTAFF is providing staff for NOREPS, but other NOREPS members also provide secondees. The Norwegian Red Cross provides secondees to ICRC and IFRC. Save the Children provides secondees to UNHCR. Norwegian Church Aid (NCA) has about 100 people on its emergency roster. It has an agreement with UNICEF for water, sanitation, and hygiene education staff. It is signing agreements to second WatSan specialists to other UN agencies.

NCA has about 10 people from its emergency roster on mission at any one time, and this can double for major emergencies. However NCA has trouble filling its own technical vacancies, and has no funding as yet to second staff. As a result, NCA has not been able to meet requests from Unicef.

Clearly, while the Red Cross may have particular requirements, there is scope for a more integrated approach to secondments within Norway.

6.4 Sustainability and connectedness

Part of the reason that Norwegians are available for postings with NORSTAFF is because of Norwegian labour laws and regulations and the condition of the labour market. Norwegians may be able to take advantage of favourable leave of absence regulations. NORSTAFF's expansion into recruiting specialist from Africa, Asia and the Middle East is particularly welcome as it insulates NORSTAFF from the impact of population or labour market changes in Norway. It expands the range of language skills available in the pool. It also contributes to a more multicultural humanitarian environment, traditionally dominated by Western staff.

6.5 Coherence

The creation of the pools of skilled staff from developing countries⁵² by NORSTAFF is completely coherent with Norwegian aid policy. It helps to develop a cadre of skilled staff in developing countries with broader experience.

NORSTAFF was to some extent a short term repair for the inability of the UN to recruit good staff quickly. The problem with such short-term solutions is the moral hazard they create. Agencies have not had to improve their procedures so much because they know that they can

⁵⁰ Staff contracts are often extended for this long on a case by case basis.

⁵¹ One exception is the frequent interchanges between DRC and NRC. There is also some shared training for UN agencies.

⁵² NORAFRIC, NORMIDEAST, and NORASIA.

rely on NORSTAFF and similar agencies to fill the gap. There is still a need for improved recruitment procedures in agencies.

NRC has made great efforts to ensure gender balance in the roster pool. This is a significant achievement given the gender imbalance in the sector generally⁵³.

6.6 Coordination

Client agency interviewees were complimentary about NRC's management of NORSTAFF. Some commented that NRC had become more professional in its approach in recent years. NRC staff is regarded as being among the best prepared staff of any of the seconding agencies.

NRC has used a number of innovative approaches to get more candidates onto the roster (Houghton, 2007). These include:

- using returned secondees to give talks about their experiences to encourage more people;
- holding recruiting rounds supported by advertising in a particular region; and
- seconding trainees without operational experience to the field for mentored "work experience" so that they can get over the "no field experience – no field posting, no field posting - no field experience" dilemma.

The evaluation team were impressed by the consideration given to strategic planning by NRC in the NORSTAFF context. NRC has given active consideration to gaps in skills and potential demand areas for secondments. In some ways NRC was more focused on developing its "products" than many of the NOREPS suppliers.

6.7 Impact

Interviewees reported that NORSTAFF have, along with other seconding mechanisms, played a key role in enabling emergency response by the UN. They are also a key resource for under-funded emergencies where they offer technical skills that agencies would not otherwise be able to afford. Through both of these mechanisms NORSTAFF has a very real impact on the lives of affected communities.

6.8 Conclusions

NORSTAFF is as relevant today as it was when it was first founded, in part because recruitment is still a significant problem area for the UN. NORSTAFF secondees are generally seen as being of good quality with appropriate skills. NORSTAFF have been effective in their roles and the worth of the system is indicated both by the demand for secondees and by the many imitations of it.

There are several other secondment systems both within Norway and among like-minded donors. There is room for greater coordination among all of these initiatives.

The recruitment of specialists in Africa, Asia, and the Middle East is an excellent initiative on the part of NORSTAFF. NORSTAFF has also gone to considerable lengths to ensure that there is a gender balance in the roster.

NRC is managing NORSTAFF well. NORSTAFF is well appreciated by clients and it continues to make a positive contribution to enhancing the UN's emergency response capacity.

6.9 Recommendation

NORSTAFF is well appreciated, but it is limited by the current level of funding. However the evaluation team recognise that their overview of NORSTAFF has been as a component of NOREPS and that a more detailed study is needed to establish the future development of NORSTAFF.

MFA should, within 12 months, commission a strategic study of NORSTAFF.

⁵³ For example, for this evaluation only 18% of those interviewed in the field were women. While this percentage was perhaps biased by the inclusion of Pakistan, there is still a strong gender imbalance in the sector, especially in senior roles. Another factor was that the evaluation had a particular focus on logistics and purchasing – traditionally male dominated, as are management positions.

Such a study should examine:

- how best to promote synergy between Norwegian seconding agencies;
- how best to develop the skills of the secondee pool;
- how to coordinate Norwegian efforts with those of like-minded donors; and
- the key strategic areas for further development and expansion of the NORSTAFF system, including further development of rosters of regional experts such as NORAFRIC.

7 Service Packages

Service packages are a turn-key approach to humanitarian action. They include not only all the equipment needed, but also the installation, and if required, the staff to manage them and even the consumable goods for the first period of operation. Borton (1996, pp. 63-65) credits the Swedish Rescue Board with the first service package in 1991. Service packages are self-contained modules with both the equipment and staff to carry out a particular function.

While NOREPS includes a range of service packages, only three have been widely used. The first of these is NORHOSP. This is provided by the Norwegian Red Cross (Norcross) and the main clients are the ICRC and the IFRC. The second is the base camp packages provided by DCPEP in support of the UN. At present, WFP is the largest customer for base-camp packages.

A third package, the NCA water and sanitation package, has been used within the Action by Churches Together (ACT) network on numerous occasions. However, it has never been supplied as a package to the UN or to the Red Cross, so few of the interviewees the team talked to were familiar with this package.

Associated with the base-camp package are a number of smaller packages for the support of United Nations Disaster Assessment and Response (UNDAC) teams. OCHA is the customer for the UNDAC support packages.

Of all of the NOREPS components the service packages show the greatest variability (Figure 7). The huge leap in 2005 is due to the large number of camps that were supplied for the Pakistan earthquake response, but also for the Tsunami response.

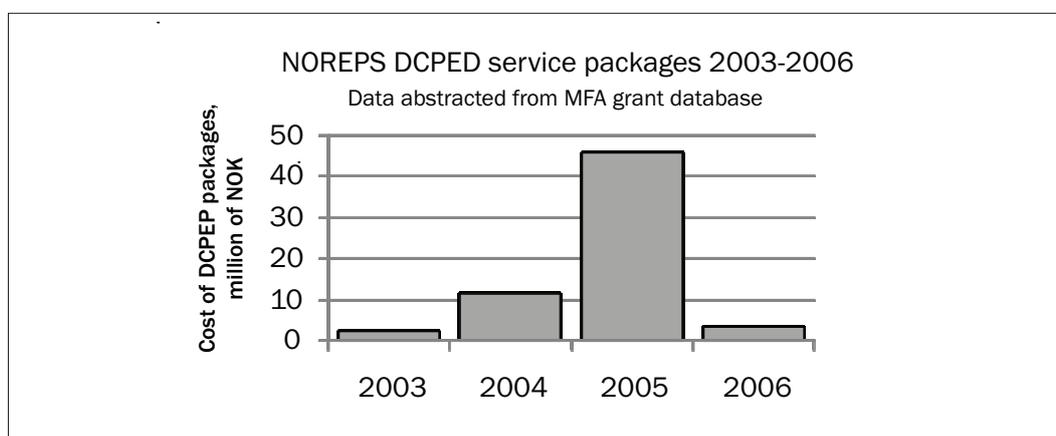


Figure 7: Spending on DCPEP service packages

7.1 Relevance and appropriateness

The base-camp service packages and the UNDAC support packages dealt with the limited capacity of the UN agencies to rapidly establish base camps to ensure adequate living and working conditions for staff. The packages provide all the needed staff to install and operate them (Table 8) drawn from Nissen (2007, pp. 8-9).

Table 8: Service packages from DCPEP

Modules	No	Contents	Staffing
Office	2	3 laptops, 1 server, scanner, printer, fax, LCD projector, tables, chairs, and generator	2
Telecoms	2	HF base station and repeater, 8 VHF handset, base station and repeater, generator	2
Base Camps	2 ⁵⁴	Self-sustaining accommodation, catering and office space for 30-60 persons	12-15 reducing to 6 after three weeks

NORHOSP predates NOREPS. It is a module-based hospital centred on a surgical module. There is one complete NORHOSP set held in stock by the Norwegian Red Cross. Norway also holds another 5 sets for domestic emergencies. The domestic sets have been loaned in the past for international response. In addition, Norcross holds some enhanced individual modules in stock, as well as mobile clinics.

What the service packages have in common is that they are subject to a process of continual improvement. There is a continuing dialogue between ICRC and Norcross on the NORHOSP. DCPEP is a member of the International Humanitarian Partnership where issues on the support modules are discussed between the different operational members.

The frequent and repeated requests for the DCPEP modules are proof of their relevance and appropriateness. This was supported by interviewees who highlighted the appropriateness of the modules for supporting emergency response. The NORHOSP modules have proven their worth in different emergencies. The NORHOSP set is currently being reviewed by Norcross after the Pakistan experience to try to create smaller and more flexible modules.

Norcross has already developed smaller modules that it can supply to deal with health needs in the immediate aftermath of a disaster before the field hospital can be set up.

7.2 Effectiveness

Interviewees stated that the base camps and other support modules from the DCPEP have been very effective at enabling a rapid UN response in large emergencies. Several gave example of their own personal experience of benefiting from the camps. Time and again interviewees stressed the importance of having facilities laid on to allow an effective response by the UN⁵⁵.

Under current UN security rules it is not possible to deploy UN staff to a location unless there is appropriate accommodation there that meets the Minimum Standards for Security (MOSS) for the relevant UN security phase. The alternative is to have staff travelling in and out to the location every day, which had a major impact on their potential effectiveness. While commercial camp providers can provide longer-term accommodation when they are more certain of their market, the camp service packages are needed for the acute phase of the response, when the likely level of use is too uncertain to attract commercial providers.

UN interviewees were interested in an expansion of the base-camp. There was interest in a smaller accommodation module than the support camp that could be deployed to centres with only a few staff⁵⁶ at remote locations.

The large size of a full NORHOSP makes it slow to deploy. It also requires a large area which was a problem in Pakistan and which slowed the deployment, making the hospital less effective than it could otherwise have been. The team were also told that the NORHOSP unit deployed to Pakistan was initially incomplete, even though there is supposed to be one complete unit in stock at any time.

54 In Pakistan DCPEP actually sent three base camps for the earthquake response. Two were new and one was recycled from Tajikistan (where it had been set up for the Afghanistan response). DCPEP took over a fourth base camp after the Danish team managing it left due to security concerns around the reaction to publication of cartoons of the Prophet Mohammed in a Danish newspaper.

55 In Juba, where a prefabricated setup was provided through the International Humanitarian Partnership (IHP), the provision of the camp was estimated by a senior UN staff member to have led to large-scale deployment of UN agencies there a year before it might otherwise have happened. Although DCPEP did not provide the camp in this case, this illustrates the effectiveness of such assistance.

56 There is an accommodation module for 9 persons within the IHP standard packages, but DCPEP does not offer this module at present, but could do so by cannibalising a larger module.

Even so, interviewees stated that NORHOSP has been used very effectively in a range of emergency responses. It has enabled the Red Cross to provide good quality medical care in many difficult contexts.

7.3 Efficiency

ICRC draws on emergency field hospitals from three national Red Cross societies: Finland, Norway, and Germany. The German hospital is the most competitively priced and the Finnish hospital is the most expensive. However, the hospitals are not directly comparable as they have different modules.

ICRC has had some problems with the NORHOSP in the past, when some medicines were supplied with trade names rather than generic names as well as with labels in Norwegian. ICRC reported that they have had to use a pharmacist on two occasions to translate the labels so that the medicines could be used.

The main concern around the efficiency of the DCPEP packages is the cost of operating the base camp. However, the staff sent by DCPEP cost less than equivalent UN staff would cost. The camps are generally used where there is no alternative accommodation (because of the area's remoteness, or damage to infrastructure).

DCPEP base camps that have been donated to WFP are stocked in Dubai, and Brindisi. This will speed deployment of service packages, as DCPEP will only need to add personnel and components to establish base camps. This policy also reduces the cost of mobilising the equipment.

There are increasing calls for the use of base camps and other support packages in ongoing crises and not just in acute emergencies. This raises questions about cost-effectiveness of the current service packages for such use. Longer term use needs much lower operating costs than are acceptable in an acute emergency response.

The frequent deployment of the NCA service package within the ACT networks suggests that it is cost effective, given the price sensitivity of the NGO sector generally.

7.4 Sustainability and connectedness

The DCPEP base camps are either handed over locally or taken down after use for recycling. One of the two tent manufacturers in Norway refurbished the tents for such recycled camps. Camps handed over locally may continue in use under UN management or may be kept in storage as a contingency reserve.

NORHOSP hospitals either continue in use for years or are donated. The NORHOSP sent to Pakistan was donated to the Kashmiri Red Crescent and is currently in a warehouse in Islamabad as part of the Red Crescent's disaster preparedness. Several training sessions have taken place on the installation and operation of the hospital in Pakistan.

NCA service packages are often deployed into situations to support partners that already have long-term development programmes. This means that the use of this service package is particularly likely to be connected with the longer term context.

7.5 Coherence

DCPEP is a member of the International Humanitarian Partnership (IHP). The IHP was created in 1995 as an informal cooperation between the UK's Overseas Development Administration⁵⁷, the Swedish Rescue Services Agency (SRSA), and the Danish Emergency Management Agency. The objective of IHP was to support UN deployment in emergencies. DCPEP and the Finnish Rescue Force joined in 1998. The Dutch Ministry of Foreign Affairs joined as a non-operational member and the Estonian Rescue Board joined as the seventh member.

⁵⁷ The victory of the Labour Party in the UK's 1997 general election led to the name being changed to the Department for International Development (DFID).

The objective of the IHP (that of supporting UN agencies in sudden-onset disasters) is overlapping with the NOREPS mandate. However, DCPEP and not NOREPS is a member. IHP may become even more congruent with NOREPS in that there has been some discussion about providing base camps for the Red Cross and not just for the UN.

MFA may pass the management of Norwegian participation in UNDAC to DCPEP, in addition to the current training and support roles. IHP has a joint exercise every two years, TRIPLEX, and the UN's presence is growing at this.

OCHA runs a secretariat for IHP in Geneva. IHP is very informally organised with no binding commitments between the members. Most of the members are national civil protection organisations, but two aid administrations are represented: the UK's and the Netherlands'. SRSA is the most active member of the IHP and has been involved in every IHP deployment in the last five years.

The use of NORHOSP by the Red Cross is coherent with the general policy of supporting IFRC and ICRC in international disaster response. It is also coherent with the policy of promoting a more effective international humanitarian response.

7.6 Coordination

DCPEP has no special budget for international operations. DCPEP has a small budget for training from MFA, but each deployment is approved and funded on a case by case basis. DCPEP's international work is effectively cross-subsidised by the Norwegian Civil Protection budget.

The DCPEP service packages represent yet another example of staff provision by Norway that is paid for by MFA. The profiles of these staff are mostly different from the profiles of the staff from NORSTAFF, but there are some similarities. There is more room for coordination between the different Norwegian agencies providing staff.

NORHOSP modules are usually provided as an in-kind donation to the ICRC or IFRC. The costs may be paid with MFA funding or from funds raised by Norcross from the general public.

7.7 Impact

The impact of the Norcross and DCPEP and NCA service packages has been that they have facilitated effective humanitarian action by other agencies. NORHOSP has been deployed very effectively in some emergencies and has saved lives.

The DCPEP service packages have had a large influence on the ability of the UN to respond to emergencies. This has been enhanced through DCPEP's membership of IHP. All three service packages have increased the impact of humanitarian action on the affected population.

7.8 Conclusions

The service packages have been effective in emergency response. They have saved lives and permitted a faster response. The DCPEP service packages are both appropriate and relevant to the needs in emergencies. The NORHOSP is appropriate under certain specific conditions, but smaller and more flexible modules would be more appropriate in a wider range of circumstances. The NCA service package has been used largely by NCA's partners.

While the current service packages have been useful, they could be more useful if they could be used in a more flexible way in a wider range of emergencies.

- Smaller, more flexible modules.
- Modules with a lower operating cost.

There are some issues with NORHOSP but these are being dealt with through the continuing dialogue with Norcross. Norcross has already made progress on developing smaller modules that are more appropriate in a wider range of circumstances than the full NORHOSP.

The base camps operated by DCPEP probably cost less to run than would a camp staffed by UN international staff. Even so, the base camps are not cheap to run, and this makes them difficult to use in non-emergency situations.

Both the base camps and the NORHOSP are intended to be stop-gap measures to fill immediate needs. They are therefore not intended to be sustainable, but some NORHOSP hospitals have been used for over a decade (with replacement of the tents with new tents or by local materials).

DCPEP is a member of IHP, an informal group that seeks to support the UN's response to acute emergencies. IHP membership allows a more effective and efficient response to the needs of UN agencies. The aims of IHP (support for the UN's capacity in emergencies) are similar to those of NOREPS.

7.9 Recommendations

MFA should fund the development of smaller more flexible modules, and of modules with a lower operating cost to broaden the range of emergencies in which service packages can be used .

MFA should consider how the relationship with the International Humanitarian Partnership could be broadened, as IHP's objectives are very coherent with those of NOREPS.

8 Cross-cutting issues

8.1 Environment

The different NOREPS components have no particular major environmental impact, but individual projects conducted with them will have their own individual environmental impacts.

One particular environmental issue raised is the use of plastics in relief operations. The use of plastics is increasing, especially for shelter. The new emergency shelter tents developed for both IFRC and UNHCR are based on a synthetic material, rather than the natural canvas that has dominated the market till now.

The main problem of plastics is that they biodegrade extremely slowly and may pollute the local environment as well as posing a hazard to animals. However, this increased use of plastic is a general issue and not a NOREPS specific one.

However, the reason why agencies are moving to plastic rather than canvas is that plastic tents are half the weight of canvas ones. This has a major impact on the fuel needed to fly them to their destination.

The fuel used for transporting relief goods is another general issue for NOREPS. It is inevitable, given the urgency of meeting needs in emergencies, that relief goods are airlifted rather than being sent by sea. Locating all of the MFA owned emergency stocks in one location (Brindisi) increases journey times on average and leads to higher carbon emissions.

Distributing stocks throughout the UNHRD system would allow goods to be sent by sea to the Depot locations, stored there, and then flown to where they are needed faster and with less fuel.

Introducing a requirement for monitoring of the carbon footprint of NOREPS operations would require bureaucratic controls that could put the speed of action at risk.

8.2 Gender

There is no overall NOREPS gender policy. This is a consequence of NOREPS not being a coherent system but a toolkit of different emergency response tools or components. The team found that, generally, the level of integration of Norwegian gender policy varied with the different components of NOREPS. Again, most of the NOREPS components work in support of agencies rather than directly with beneficiaries, reducing the scope for NOREPS components to ensure that programming at the beneficiary level is gender-sensitive.

Table 9: Gender balance in different NORSTAFF components

Component	Total	Male ♂	Female ♀	Ratio ♂ to ♀
NORAFRIC	52	39	13	3
NORMIDEAST	38	25	13	1.92
NORSTAFF	494	285	209	1.36
Totals	584	349	235	1.49

By far the best integration of gender was in the NORSTAFF component (Table 9) where NRC has made a determined effort to ensure gender equity in the secondee pool and in secondments. This is a difficult task given the traditional male predominance in the international relief system. NRC also manages a separate project for supporting capacity building in gender, but this falls outside NOREPS.

The NORSTAFF emphasis on gender is wholly appropriate. Gender imbalance in response staff is a problem in the humanitarian response system. Gender is an important issue for the base camps, but it was unclear how well DCPEP has been able to integrate this.

The gender dimension of NOREPS products depends largely on how they are used by the agencies. No instances of a general gender inappropriateness of NOREPS products were encountered by the team. One supplier provided an example of where they had refused a gender insensitive design change request from a UN agency.

Overall however, it appeared that gender policy was integrated by different agencies according to their own agenda rather than by a conscious decision by MFA.

8.3 Corruption

Appendix 4 contains a full review of corruption control in NOREPS.

Unsurprisingly, NOREPS has no common anti-corruption system. Again this is because NOREPS is a network of components rather than a coherent integrated system.

All of the main stakeholders interviewed in Norway have comprehensive and appropriate ethical guidelines. These, if adhered to, meet Norwegian and international requirements for the prevention of corruption.

UN agencies have strict procurement rules intended to prevent corruption. While there have been occasional instances of corruption in UN procurement, no interviewee linked NOREPS suppliers to this (in general, NOREPS suppliers were said to have lost out due to corrupt practices by others).

No agency interviewee reported receiving any corrupt proposals from NOREPS members.

8.4 Conclusions

As NOREPS is a loosely bounded toolkit of components rather than a coherent system, it is difficult to have any policy that covers all components.

The increasing use of plastics in relief and the carbon cost of transporting relief goods are the two biggest environmental concerns with the NOREPS components.

The integration of gender into NOREPS components varies by component. However, this integration seems to flow from individual agency policy rather than from an overall MFA policy.

The different NOREPS components have adequate control to prevent corruption if they follow their own guidelines. However, NOREPS could be more active and in the forefront in the anti-corruption issue.

8.5 Recommendations

There appears to be little formal integration of gender into the overall collection of NOREPS components.

To provide a more gender sensitive humanitarian response MFA should initiate a dialogue with the NOREPS partners on how to apply gender sensitive tools throughout the system. In this effort it would be advisable to invite OCHA's Gender Specialists to a training seminar where IASC's Gender Handbook in Humanitarian Action is presented with the aim at improving NOREPS' gender competence and capacity.

It is not enough to fight corruption; you must also be seen to do so. MFA should consider if NOREPS members should be required to make a formal commitment on their opposition to corruption. To maintain awareness on corruption, the NOREPS forum meetings should regularly put this issue on the agenda.

A number of additional suggestions as to how this might be done can be found in Appendix 4 at the back of this report.

9 The future of NOREPS: Summary of conclusions and recommendations

9.1 The NOREPS mandate and logic

The NOREPS mandate and its assumptions are still valid. A translation of the overall objectives into strategies and action plans for each NOREPS component is now needed.

The evaluation focused on two of the assumptions implicit in the NOREPS approach identified in the project logic.

- Norwegian companies and NGOs can give valuable contributions to the emergency relief sector and Norwegian goods, services and personnel can be delivered at quality and price that is comparable with others.
- Norwegian goods and services are appropriate and relevant for targeting areas of known weakness (procurement and recruitment).

Overall we found that NOREPS has been an effective tool in the past, but that in-kind donations in response to ad-hoc requests, while still useful, were no longer so effective and would become increasingly less effective with time. Stockpiling can also be made more effective, and in tune with the cluster priorities and specifications.

The primary task for NOREPS is to be a preparedness mechanism in order to quickly meet immediate humanitarian needs in sudden crises and in this way support a coordinated international response in humanitarian crises.

The three objectives of the evaluation were to establish:

- the degree to which NOREPS was achieving its objectives;
- NOREPS compliance with humanitarian and other relevant principles; and
- to assess whether the mandate and the assumptions behind NOREPS are still appropriate in the current humanitarian relief context.

On these three points the team has found that:

- NOREPS has been effective at achieving its objectives. It has contributed to a more effective and coordinated humanitarian response. Components such as the camp service packages in particular have contributed a great deal to the coordination of humanitarian response.
- NOREPS has been reasonably compliant with humanitarian principles. However, it could be argued that the NOREPS supply of in-kind donations is contrary to the Norwegian policy of untied aid.
- The mandate assumptions were appropriate in 1991, but the context of humanitarian relief has changed significantly since then as set out below.

While Norwegian policy also favours strengthening the emergency response capacity of developing countries, this is a role for which the NOREPS tools have limited use⁵⁸.

9.2 Continuing change in the external environment

While the different components of the NOREPS system were a good match for the gaps in the humanitarian response system in 1991, the external environment has changed in several ways since then:

1. Globalisation and economic development in emerging industrial economies. Manufacturing in the OECD concentrates on high technology or niche-market items with lower-tech mass-market items being sourced from emerging industrial economies.

⁵⁸ However, the NORSTAFF regional personnel rosters do build such capacity, as does the work of NOREPS NGO members and the Red Cross. Supporting country level emergency stocks would also support such capacity.

2. The number of disasters is increasing yearly (UNDP, 2004, p. 11). The reasons include increases in population and environmental changes, both of which are likely to continue for some time.
3. Changes in Norwegian aid policy, and most specifically the untying of aid.
4. Changes within the global humanitarian response system including:
 - Increasing humanitarian aid budgets internationally⁵⁹. This may have led to what appears to be increasing scrutiny on the effectiveness of humanitarian aid.
 - Greater pressure on politicians to respond effectively to humanitarian crises due to the impact of global satellite television⁶⁰. This has led to two tier crisis response; crises which attract a lot of media attention where there are very large responses, and crises which attract relatively little attention⁶¹.
 - Dissatisfaction by humanitarian practitioners with the performance of the humanitarian response system and many different initiatives to try to improve performance.
 - Competition from non-traditional humanitarian actors such as the military⁶² and commercial actors.
 - Changing expectations of what humanitarian action should achieve⁶³.

Of all of these changes in the environment, the changes in the humanitarian response system have the largest impact on the appropriateness of NOREPS and also threaten the largest future changes.

While different components of NOREPS may work with the Red Cross or NGOs the UN is still the largest “customer” for NOREPS services. Changes in the way in which the UN approaches humanitarian action have therefore had the largest impact on NOREPS, and the greatest potential impact.

The most important recent changes in the UN’s approach to humanitarian action follow from the UN’s Humanitarian Response Review (Adinolfi et al., 2005). This has led to changes in the financing of humanitarian response (through the CERF) and in the coordination of humanitarian response (through the Cluster and improved Humanitarian Coordinator initiatives).

However, it was clear from comments made by interviewees that the humanitarian response system is in flux, and that it is not possible to predict what the system will look like in five years time. Recent reforms are still hanging in the balance and some may effectively be rolled back.

9.3 Choices for the future

One choice that always presents itself when looking to the future is that of continuing as we are. However, the change in the external environment that has taken place since the founding of NOREPS means that some elements are no longer as appropriate as they were at the beginning, so leaving NOREPS unchanged is not a realistic option.

NOREPS components have worked well in the past and there is a danger that radical changes would mean the loss of what has been an effective delivery system for humanitarian response. The current uncertainty about the future shape of the humanitarian response system means that radical change is particularly inappropriate at this time.

It should also be noted that any change now can only be for a limited period. The humanitarian response system is probably changing faster now than at any time since the lead author began working in the sector over two decades ago.

One key issue for the NOREPS commercial members is whether MFA will continue to finance in-kind donations of their products. Supplying in-kind donations runs counter to the spirit of

59 The total World GDP increased by 36% in real terms from 1995 to 2005 (Burgess et al., 2007). Humanitarian Aid increased by 150% (OECD DAC Table 1, consulted online on 16 October 2007) in real terms over the same period.

60 This so called “CNN effect” is much contested. While some studies assign a large role to the media (Belknap, 2001), other studies suggest that the media’s influence on political action is most pronounced where there is no broader strategic interest (Livingston, 1997; Olsen et al., 2003).

61 Bernard Kouchner, one of the founders of MSF and the current French Foreign Minister is reputed to have said, “Where there is no camera, there is no humanitarian intervention” (Cate, 2002). The tsunami evaluation reports highlighted the difference between the well-funded tsunami response and other crises.

62 See for example the NATO discussion on lessons learned in the Pakistan earthquake where NATO’s Deputy Assistant Secretary General responsible for Civil Emergency Planning states that for future NATO operations in humanitarian relief: “either the main clients like the United Nations or some of the bigger non-governmental organizations pay for it, or we have to think of a new social contract within NATO nations, between defence ministries and ministries for development cooperation”.

63 See for example Hugo Slim’s analysis of the “Global Welfare” in Anap’s Annual Review of Humanitarian Action (Slim, 2007).

the Norwegian policy of untying aid, but it is an effective way to ensure that good quality products are available when they are needed.

Providing in-kind support to the clusters is appropriate as the cluster system is still in formation and there are criticisms that cash grants to the clusters have, in some cases, been monopolised by the cluster leads. Continuing in-kind donations also helps to guarantee the short-term continuation of Norwegian suppliers in the relief market, thus increasing the total pool of relief goods available in any emergency response.

9.4 Conclusions

While NOREPS has worked well in the past, core parts of it are becoming less relevant due to changes in the external environment. In particular, in-kind donations are now far less appropriate than they once were. On the other hand, service packages and emergency staff rosters are increasing in relevance.

The team concludes that NOREPS needs to be:

- more attuned to current needs;
- more integrated with the international relief system;
- more predictable, both for the members and for the clients who use their services;
- more flexible in being able to respond to a wider range of humanitarian emergencies than at present;
- more coherent with Norwegian aid policy.

9.5 Recommendations

The team does not recommend a radical change of NOREPS. However, a more strategic approach is needed to become more relevant in the current context. We propose a transitional approach for the next five years that preserves the components of the system.

The principle recommendation is that MFA should continue support for the NOREPS components but should develop and deepen them to make them more suitable for the current context. The humanitarian system is undergoing rapid change so the recommendations made now apply for a five year period only.

As part of adapting to the current context, MFA should move away from ad hoc grants of in-kind assistance but instead channel them through UNHRD. This could make MFA assistance more predictable if stocks could be drawn down automatically against pre-agreed criteria, and automatically replenished against a set annual budget. The team recommends a dialogue with the OCHA and the global cluster leads, and foresees in-kind assistance via UNHRD serving a similar role to the Central Emergency Response Fund.

The present NOREPS arrangements are very informal. This has the advantage of low cost, but had the disadvantages that the level of activity in NOREPS is dependent on the interest shown in it by the responsible officials. MFA should formalise the arrangements for NOREPS so that it becomes more predictable for the members.

While the number of humanitarian emergencies is growing, the biggest gaps may be in smaller emergencies rather than in the emergencies that attract a lot of media attention. MFA should fund developments within NOREPS to make it more flexible and more useful in a wider range of emergencies.

While Norway is at the forefront of many donor initiatives the NOREPS components are not as coherent with general Norwegian policy as one might expect. MFA should review the coherence of NOREPS with its policies on gender and corruptions and should also examine how to broaden the relationship with the International Humanitarian Partnership.

Finally, while the evaluation team took note of the almost universally positive views of NORSTAFF of interviewees in the client agencies, we recognise that the present study is not sufficiently deep to justify the team advocating for significantly increased investment in NORSTAFF. We therefore recommend that MFA conduct a detailed review of NORSTAFF to determine if such additional investment would be justified by the likely benefits.

Appendix 1: Terms of Reference – Evaluation of NOREPS

April 2007

1. Background

15 years have passed since The Norwegian Emergency Preparedness System (NOREPS) was established by the Ministry of Foreign Affairs (MFA) as an answer to a political concern regarding major challenges for the international humanitarian relief assistance. Considering the time elapsed since its establishment, the constantly changing conditions for the humanitarian system, and the fact that the latter has recently been put on a serious test by the Tsunami and the Pakistan earthquake, it now seems apt to assess the contribution and value added of the Norwegian system as a provider of humanitarian relief assistance. The broad-based joint evaluation (TEC) of the international response to the Tsunami pointed at serious flaws in the way the humanitarian system related to and made use of local capacities in the emergency relief assistance. It will thus also be of interest to see how the Norwegian system is functioning and responding to the challenges related to enhancing local capacities, as was pointed at in the TEC evaluation and elsewhere.⁶⁴

NOREPS is a mechanism that provides humanitarian support to international relief operations aiming at supporting and strengthening UN and non-UN humanitarian organisations in an emergency. It is organised as a network between the Norwegian authorities, Norwegian NGOs and Norwegian companies. Response time and quality of goods and services offered is at the core of the profile of NOREPS.

A review of NOREPS, commissioned by MFA, was undertaken in 1999⁶⁵. One of the follow-up actions from the review was for MFA to establish a mandate for the “new” NOREPS, with three objectives in line with the recommendations of the evaluation. This evaluation will look at the development and achievements of NOREPS in the period following the previous review and assess whether the system and services established by NOREPS today is adequate to deliver what is needed and asked for in an emergency. It will also look at the adequacy of the mandate, and the ideas behind NOREPS, to serve as an emergency preparedness system set up to provide international relief organisations with necessary humanitarian goods and services.

2. Description of NOREPS

NOREPS was established in 1991 as a response to the rapidly expanding number of humanitarian emergencies and the lack of adequate stand-by capacities for emergency response among UN and other agencies. *Time and quality* still is seen as key of success in the Norwegian system. The system moreover had and still has an aim to increase the use of Norwegian relief products by the UN and other international relief organisations given competitiveness in quality and price.

NOREPS is essentially *a system, a network* of partners, with MFA being the main decision maker and substantial donor, with administrative assistance from Innovation Norway. Donations from MFA are requested by UN and non-UN humanitarian organisations and amounts to approximately 30% of the total turn-over. This partnership between the Norwegian authorities, Norwegian Red Cross, NGOs and Norwegian companies is according to its mandate designed to provide relief agencies with immediate support in emergency situations, particularly in the time-critical first phase. This support is composed of three major elements: products, personnel and service packages. The NOREPS concept is based on pre-packed and stockpiled goods and pre-qualified stand-by personnel capacities, and the supply of this at competitive prices. Companies and NGOs within NOREPS ensure that products, personnel

64 The Hyogo Declaration, the outcome of the World Conference on Disaster Reduction (WCDR) arranged in January 2005, is of interest on a general level as it draws up a framework for action for disaster reduction in the next decade (2005-2015). The analyses of the Humanitarian Response Review (OCHA 2005) are moreover of relevance for the evaluation

65 NCG 1999: Review of the Norwegian Emergency Preparedness System (NOREPS)

and service packages are available when needed. Suppliers are obliged to stock approved products and to deliver them to an international airport within 24 hours of request. Contracted personnel are obliged to deploy to a mission area within 72 hours of request.

The four main partners in the NOREPS system are the Ministry of Foreign Affairs, Norwegian Red Cross and the five major Norwegian NGOs and one Government organisation (the Directorate for Civil Protection and Emergency Planning), some twenty Norwegian companies, and Innovation Norway. They have different roles and responsibilities concerning the three major elements offered. The Norwegian Refugee Council has for instance been given responsibility for the personnel element, the NORSTAFF, in 1996 supplemented with an African roster, the NORAFRIC. The companies involved supply products in different fields, mainly in seven product areas: shelter, telecommunications, health, nutrition, protection solutions, water and sanitation, and tools. The system moreover offers four service packages with the following responsible bodies:

- The Directorate for Civil Protection and Emergency Planning: Norwegian Support Teams
- Norwegian Church Aid: Emergency Water and Sanitation Preparedness Package
- Norwegian Red Cross: Health Services Preparedness Package
- Norwegian People's Aid: Mine Clearance Preparedness Package

The network of partners is guided by a Member Meeting, a Working Group and an Advisory Group. New members and products have to pass through a process of quality clearance and must be approved by the Working Group.

The System receives a large part of its funding from MFA through the chapter for Humanitarian Assistance⁶⁶. A considerable amount of money is handled through the system. In 2005, which was a year of exceptionally large needs on the emergency relief market, goods for 428 million NOK were sold through NOREPS, with MFA financing 30% of the cost, the requesting organisations covering the rest. Since 2001 (- 2005) the 22 companies participating in NOREPS have sold goods for some 1, 3 billion NOK.⁶⁷

3. The objectives of NOREPS

The mandate established 03.02.00 outlines three objectives for NOREPS⁶⁸:

- I. NOREPS shall be a system of preparedness in order to quickly meet immediate humanitarian needs in sudden crises and in this way strengthen the international coordinated response in humanitarian crises, complementing other international actors and contribute to enhance the efficiency of international emergency relief efforts.
- II. In addition to the humanitarian objective covered above, NOREPS support is to be considered in the longer perspectives of development cooperation and the humanitarian strategy, and in this perspective should contribute to strengthening preparedness measures in disasters and support development of local capacities in disaster prone countries.
- III. NOREPS will also complement the work for development of economic activity in the South facilitating cooperation between Norwegian and local economic activities in fields of relevance to preparedness.⁶⁹

Based on an interpretation of the mandate of NOREPS some main assumptions can be said to underpin the system:

- a) Response time is crucial at the outset of an emergency in order to save lives and an emergency preparedness system will be conducive to reduce the response time significantly. An imbedded, additional assumption is that it is possible to prepare goods and personnel in an adequate manner for such a preparedness system.
- b) Norwegian companies and NGOs can give valuable contributions to the emergency relief sector and Norwegian goods, services and personnel can be delivered at quality and price that is comparable with others.

These assumptions should be assessed further as part of the evaluation (see 4. Purpose and objectives).

66 NOREPS is part of the Norwegian Government's humanitarian policies, where some of the key elements include having a holistic view on the various parts of Norwegian foreign and development policy and of the support to the development, humanitarian and peace related work, like linkage of humanitarian support to endeavours in the area of peace and reconciliation, and on intensifying efforts to prevent humanitarian crises.

67 Information presented in Bistandsaktuelt 2/2006.

68 The three objectives outlined in the mandate are here presented in a more condensed form by Norad's Evaluation Department

69 In addition to the part of the Mandate labelled "Mandat for NOREPS" there are other parts of significance to consider for the understanding of the set-up and functioning of NOREPS within the overall Norwegian politics of development cooperation.

4. Purpose and objectives

Purpose

The purpose of the evaluation is to assess the contribution and value added of the Norwegian system for emergency preparedness (NOREPS) with the view to secure an appropriate and best possible Norwegian response and contribution to international humanitarian relief assistance that meets the needs of the affected population.

The main users of the evaluation will be the Norwegian Ministry of Foreign Affairs and Norwegian embassies, the participants in the network and the receiving partners of NOREPS.

Objectives

The evaluation has the following main objectives:

- 1) Describe and assess whether and to what degree NOREPS is achieving its objectives, assuring good emergency preparedness and fulfilling the needs of the people affected by emergencies.
- 2) Assess to what degree NOREPS is acting according to the humanitarian principles and other relevant principles in its emergency support.
- 3) On the background of the situation today in humanitarian emergency relief assistance assess whether the mandate, and the assumptions behind NOREPS, is appropriate and internally consistent or should be adjusted.

Issues and questions

In the structuring of the response the following core issues should at least be covered:

- 1) Achieving objectives – fulfilling the needs of people affected by emergencies:
 - Map the situation and needs in the emergency, trying to grasp the needs expressed by beneficiaries;
 - Describe and assess the main elements of NOREPS (set-up, the emergency stockpiling system, systems for quality assurance and management, budgets and organisations involved, including the experience of the participating parties in NOREPS);
 - Map NOREPS' activities and inputs in the situation of emergency;
 - Assess the efficiency of NOREPS' support and assess possibilities, limitations and desired goals (in the field and at home) for the use of in-kind assistance in the situation of emergency;
 - Describe and assess NOREPS' strategies and practices to enhance local capacities, preparedness and sustainability. Point at examples where NOREPS partners have established cooperation with local partners and identify areas of untapped potential;
 - Assess the relevance of NOREPS' assistance, (including in-kind assistance) in terms of needs expressed and the situation on the ground.
- 2) Acting according to humanitarian principles:
 - Describe and assess NOREPS' support in the perspective of its contribution to the international relief system to provide impartial assistance according to needs (including for end users);
 - Describe and assess NOREPS' support in the perspective of its contribution to a good coordination in the emergency situation.
- 3) Appropriateness of mandate
 - Describe and assess the appropriateness of assumptions and the program logic behind NOREPS according to relevance for achieving its goals;
 - In the light of key developments within the humanitarian system, especially referring to the UN Reform process with the cluster approach, assess how NOREPS responds to, matches the needs in an emergency, also taking into account its strategies for securing and assisting adequate preparation for disasters;
 - Point at the potential for improvements in the further development of NOREPS – what would be the needs of organisational, administrative and substantial changes uncovered by the assessments made?

A list of additional questions is included in annex to give further guidance to the Consultant.

5. Scope, principles and criteria

With the purpose and objectives outlined above the evaluation will focus on NOREPS, concentrating on the period 2000-2006, from the period following the previous review with the establishment of the “new NOREPS” with its mandate.

The evaluation will look at the whole system of NOREPS when making assessments and recommendations. The main focus will however be on the products and service packages in this evaluation.⁷⁰

The cross-cutting issues environment, gender and corruption shall be covered by this evaluation, and will be relevant in some areas/assessments in particular:

- *Environment*: regarding the type of products promoted through NOREPS and the environmental effects of the implementation of NOREPS support locally;
- *Gender*: regarding the involvement of men and women in relief operations, including in needs assessments, and the effects on both men and women of delivery of goods and services. The protection of vulnerable people in an emergency, including women and children is moreover an issue;
- *Corruption*: regarding the system established to avoid corruption along the whole chain of appropriation and delivery of goods and services in NOREPS.

The evaluation should have in mind how NOREPS is fulfilling the humanitarian principles of humanity, neutrality and impartiality, the principles of Good Humanitarian Donorship (Stockholm 2003) and the “Oslo Guidelines” on the Use of Military and Civil Defence Assets in Disaster Relief (Oslo 1994, updated in 2006).

The evaluation will be based in accordance with the evaluation criteria established by OECD/DAC. Of the DAC criteria this evaluation will cover *relevance, effectiveness, efficiency* and *sustainability*, the latter operationalised as the humanitarian assistance criteria *coherence* and *connectedness*.⁷¹ The fifth DAC criteria, *impact*, will not be covered by this evaluation. Assessing impact of an emergency response is not irrelevant, but would have been more challenging and demanded far more resources to be covered in a satisfactory manner than what is planned for in this evaluation.

6. Data-collection and methodology

The following methods and data sources should be considered, not excluding others:

- Document analysis (relevant policies and other regulatory documents, programme documents, statistics, former evaluations, etc.);
- Interviews of key stakeholders and participants (including MFA/Embassies, NOREPS former and present participants, other partners in the humanitarian emergency system) to get information on the view of NOREPS from the participants and receiving organisations;
- Questionnaire survey and/or focus group meetings with local people to get information on the view on NOREPS from the persons receiving goods and services and thus on the accountability to beneficiaries;
- Case studies, including field visits to 2 countries/major emergency scenes;⁷²
- Visit(s) to key organisation(s) in the humanitarian emergency field (like OCHA and ALNAP) to get information on the challenges in the emergency relief system and situations as well as on the cooperation with NOREPS;
- Theory based evaluation to assess the assumptions and program logic behind NOREPS;
- Small-scale comparisons with similar preparedness systems in other countries to get a better understanding on the merits and special value of NOREPS.

It will be part of the assignment to develop a detailed methodological framework for the evaluation.

A Reference group has been established for the evaluation to secure stakeholder involvement and learning, for quality assurance and to provide guidance through the evaluation process.

70 The personnel element, NORSTAFF, and more specifically the secondments to UNHCR in the field of education, has recently been subject to an external assessment and will inform the evaluation. Evaluation of the UNHCR/NRC Partnership to Improve UNHCR's Capacity to Protect Refugees and Persons of Concern through deployment of Education Experts (under publication). In addition conclusions from other relevant evaluations/organizational reviews of NOREPS partners should offer interesting insights: Norwegian Red Cross (2003), Norwegian Church Aid (2007), Norwegian Refugee Council (2007) and Care Norway (2007).

71 For reference see: ALNAP/Beck 2006: Evaluating humanitarian action using the OECD-DAC criteria, table 1: Summary definitions of the DAC criteria

72 The final selection of countries will be done in consultation with the Evaluation Department, consulting the Reference group, taking into consideration the following criteria: NOREPS services substantive in volume; NOREPS services with a broad spectre of products; NOREPS services over a certain/long period of time; substantive/sudden decline in services; specific positive or negative assessments, press/publicity/evaluation of NOREPS services; positive attitude to further cooperation with NOREPS in the Norwegian Embassy; positive attitude to further cooperation with NOREPS by the country authorities

7. Evaluation team and stakeholder involvement

The evaluation should be undertaken by a multi-disciplinary team of at least three members, preferably with a gender balance, covering the following qualifications:

- an experienced team-leader with extensive knowledge of evaluation methodology and experience in evaluations related to humanitarian emergencies;
- knowledge of emergency preparedness systems;
- knowledge of local capacity building and local participation related to relief work;
- knowledge of the Norwegian system for humanitarian support;
- if possible, some knowledge of the area/countries proposed for case studies.

In addition to the qualifications outlined above the team should be strengthened and link up with a local consultant per country, who will actively participate in the field mission and give inputs to the final report. And there should be a system for quality assurance of the report.

The evaluation should be effectuated in a good working relationship with the participants of NOREPS as well as with the cooperating parties at the receiving end. The NOREPS participants will moreover give important inputs to the design and development of the evaluation, both through their participation in the Reference group and otherwise during the evaluation. As the main purpose of the evaluation exercise is to generate knowledge and understanding to inform decisions for assuring an appropriate Norwegian system for emergency response it is of primary importance that the stakeholders are involved in a satisfactory manner all along.

8. Reporting

The Consultant shall submit the following reports:

- An *inception report* providing an interpretation of the assignment. This includes a detailed description of the evaluation framework, including methodological design, sampling strategies, methods of investigation, data collection, work plan and analytical approach. The inception report will be subject to discussions within the Reference group and to approval by Norad's Evaluation Department.
- A *draft report* presenting the preliminary findings. The draft report shall be subject for discussions with the Evaluation Department, the Reference group and other relevant stakeholders.
- A *final report* shall be submitted, within three weeks of receiving the comments on the draft report. The final report shall include main findings and conclusions and clear and addressed recommendations, as well as an Executive Summary. Upon approval the evaluation report will be published in the series of the Evaluation Department and must be presented in a way that directly enables publication. The final report should not exceed 40 pages, excluding annexes.

All reports shall be written in English. The Consultant is responsible for editing and quality control of language.

The team leader shall report to the Evaluation Department on the team's progress on a regular basis, including any problems that may jeopardize the assignment.

The Consultant is expected to adhere to the DAC Evaluation Quality Standards.

A budget and work plan must allow sufficient time for presentations of conclusions and recommendations, including preliminary findings to relevant stakeholders in the countries visited.

9. Organisation and budget

Tentative timetable

April 2007	Invitation to tender
June 2007	Choosing Consultant
July 2007	Inception report
Oct. 2007	Draft report
Nov. 2007	Final report
Nov/Dec. 2007	Distribution and dissemination

Budget: The evaluation is stipulated to 35 person weeks.

ANNEX to ToR - Evaluation of NOREPS

Questions

To meet the purpose and the objectives outlined the following list of questions could serve as an additional guide to the evaluation:

i) Achievement of objectives

- How can the relevance, effectiveness and efficiency of NOREPS be judged within the international emergency relief system - focusing the various elements of NOREPS, the budgets, products, emergency stockpiling system, and the roles of the participants, the system of quality assurance - and especially at the field level, including the Embassies? How well is NOREPS contributing to fulfilling the needs of the people affected by disasters?
- To what degree can it be said that NOREPS performance is taking into consideration the longer perspectives of development cooperation?
- What kind of strategies and practices can be detected under NOREPS to enhance local capacity, preparedness and sustainability, including the promotion and use of local products, staff and services?
- To what degree is the involvement of the Norwegian business sector in NOREPS, the companies and products offered, in accordance with Norwegian policies of untied aid?
- Is there an adequate understanding in NOREPS and a suitable system in place to meet the challenges of environmental concerns, threats of corruption and needs of protection, especially related to the most vulnerable groups in the emergency, including women and children?
- How can NOREPS support and response be judged compared to other alternatives? What would be the comparative edge of NOREPS? When NOREPS was preferred to other alternatives, what was the reasons for this choice?
- How is the management system of NOREPS, and is there an adequate quality assurance system in place? Is the system of emergency storage adequate, assuring a good quality and competitiveness of the products?
- What is the demand for NOREPS goods and services, are they considered relevant and with adequate quality and price, and are there special reasons or situations when the demand is especially high? Are there examples of deliverances that have contributed to setting norms in the system?
- How are the partners in NOREPS presenting their products and services in an emergency and on what basis is the choice of products done? Is there an adequate system for promoting and making assessments regarding the choice of local or Norwegian products in NOREPS?

ii) Performance according to humanitarian principles

- How well are the humanitarian principles relevant in an emergency relief situation known by the participants of NOREPS and to what degree are the participants of NOREPS adhering to those principles in their performance?
- How is the choice of involvement in an emergency made?
- How does NOREPS support, including its coordination with local partners, contribute to achieve a good coordination of actors involved in the emergency?

iii) Appropriateness of mandate

- How appropriate is the mandate, and the ideas behind NOREPS, to the reality of the international humanitarian relief situation and response system today?
- What kind of developments have taken place in NOREPS since the previous review, and how are these adapted to the reality and changes in the international humanitarian relief situation and response system?
- What kind of adjustments would be appropriate to assure a best possible Norwegian contribution to the international emergency relief efforts?

Appendix 2: Evaluation team details

The team leader, John Cosgrave (Irish ♂) is an independent consultant with nearly thirty years of work experience in more than fifty countries on the management and operation of relief and development programmes. John has worked as an independent consultant since 1997 and has carried out evaluations and reviews (usually as team leader) of humanitarian response and recovery assistance for Norad, Danida, Irish Aid, ECHO, OCHA, USAID, WFP, the EC, CARE, DRC, RedR, and the Disasters Emergency Committee in the UK. Mr Cosgrave recently led an evaluation of ECHO's response to the 2005 Pakistan Earthquake. He is based in Cork, Ireland.

A potential bias for John for this evaluation is that most of his operational experience was with NGOs.

Turid Laegreid (Norwegian ♀) has worked with evaluations, research, management and coordination of humanitarian response since 1994. She has held senior positions with UNOCHA in Iraq, Sudan, and Indonesia. She was the evaluation advisor at the Norwegian Refugee Council (NRC), where she developed the evaluation policy, and coordinated several evaluations. Laegreid has led several organisational learning exercises, both for the UN, NGOs and inter-agency experiences. She is a former researcher at the Norwegian Institute for International Relations. She is based in Oslo and is a partner in the Nordic Consulting Group.

Potential biases for Turid include her previous work and postings with NRC and her previous work with OHCA.

Emery Brusset (French ♂) is both an evaluator of humanitarian programmes and of conflict prevention and peace-building initiatives. He has led institutional evaluations in conflict related fields, most notably of the Norwegian Red Cross, and much earlier, the Evaluation of Norwegian Humanitarian Assistance to the Sudan. In recent years he has evaluated assistance to Internally Displaced Persons in Indonesia 2000-2004 (for Sida), assisted Unicef in the elaboration of guidance on real-time evaluation, led an evaluation of Belgian humanitarian aid to Burundi, and conducted country studies in 2005 on the Link between Relief, Rehabilitation and Development in the response to the 2004 Tsunami. He is based in Brussels, and is the Director of Channel Research.

Marit Sørvald (Norwegian ♀) is a sociologist and evaluator in the development sector with extensive experience from the Ministry of Foreign Affairs, Norad and research institutions for 25 years. She has been involved in developing the MFA's policies and strategies on evaluation, humanitarian affairs, gender, and private sector issues, as well as humanitarian response and country programming. She was research coordinator in the Norwegian Refugee Council. She evaluated the "Norwegian Gender Strategy". She is based in Oslo and works out of the Nordic Consulting Group.

Potential biases for Marit include her previous roles in MFA (where she worked directly with NOREPS) and NRC, both of which are NOREPS members.

Svein Jørgensen (Norwegian ♂) is an economist with over 30 years of experience in over 25 countries. He has carried out extensive analytical work for a range of clients including The World Bank, Norad, Sida, and Danida. He has undertaken several studies of corruption. He is based in Oslo and is a Director of the Nordic Consulting Group.

No local consultants were used for substantive evaluation work, other than for administrative support.

Appendix 3: Norwegian Policy on Humanitarian Assistance

Written by Marit Sørvald

A3.1 Background

Over the last decades Norway has been a generous donor in supporting the developing countries with economic assistance, according to OECD DAC, which reported that Norway is setting and example, both in terms of policies and financial contributions.⁷³ The target in economic terms for the development assistance (ODA), including humanitarian assistance, has for the last 20 years been 1% of the GNI, and in 2006 the level was approximately 0.9%.⁷⁴ The humanitarian assistance was in 1986 10% of the total ODA. This increased to 20% in 1999. In real terms the amount increased from NOK 650 million in 1988 to NOK 2 billion in 1999. The increasing volume of humanitarian assistance in relation to long term development assistance has also taken place within the UN system.⁷⁵ In 2007 25% of ODA has been allocated humanitarian assistance (approx. NOK 5 billion of NOK 21 billion). The causes behind the growth in humanitarian assistance budgets at international level are complex, but increasing numbers of natural disasters and numerous civil wars, as well as the coincidence between conflicts and natural disasters have provided the international donor community legitimacy for increased budget allocations.

In 1984 the Ministry of Development Cooperation was created as an effort to strengthen NORAD and to provide stronger political control and improved administrative structure of the increasing ODA budget. NORAD became a department within this Ministry. In 1990 a merge between the Ministry of Development Cooperation and Ministry of Foreign Affairs took place. The Ministry of Foreign Affairs has since then had two ministers. NORAD was kept as a separate directorate with responsibility for bilateral development cooperation, but under the conduct of MFA's Minister of Development Cooperation. During the former government (2003), the responsibilities between MFA and NORAD was reorganised, and the regional bilateral desks were moved to MFA. The constitutional responsibility between the Minister of Development Cooperation and Minister of Foreign Affairs is not crystal clear, but the reorganisation has led to stronger coordination of foreign policy and development cooperation, which was the intention behind the reorganisation. Presently the Minister of Foreign Affairs has the responsibility for humanitarian assistance and peace and reconciliation efforts, while the Minister of Development Cooperation has the responsibility for the special allocation for natural disaster.

The policies relating to Norwegian humanitarian assistance have mainly been based on the same principles as for development cooperation the last 20 years, except the geographical priorities. While the responsibility for development assistance was placed in NORAD (until 2003), the humanitarian assistance was placed more strategically in MFA's Political Department, and under the Minister of Foreign Affairs' constitutional responsibility. Until 1997, only one special global budget allocation for Natural Disaster was the Minister of Development Cooperation's responsibility. The state-to-state development cooperation and the multilateral development cooperation are the MDC's responsibility. The two ministers are still sharing the humanitarian affairs. One example is that MFA has responsibility for some peace initiatives while the MDC for other peace and reconciliation efforts.

One difference of importance between the humanitarian budget allocations and development assistance allocations is that NGOs themselves have to provide 10% of the budget for long term development interventions themselves, while for humanitarian assistance the NGOs get 100%

73 Norway, OECD DAC Peer Review: Main Findings and Recommendations (2004)

74 The target of 1% of GNI to ODA has been built in the budget planning. However, the target is still not met mainly due to higher annual economic growth in Norway than expected.

75 Norsk utviklingshjelps historie, Vol 3, p.240.

funding from MFA. During the years this issue has been discussed, since the difference in funding could lead to adjusting project designs into humanitarian projects rather than long term interventions.

The principles for Norwegian ODA have been poverty alleviation, geographical concentration with emphasis on African countries South of Sahara, 50/50 sharing of the budget to bilateral and multilateral organisations, and recipient responsibility. Present geographical priorities are Horn of Africa, Southern and East Africa, Afghanistan, Sudan, Middle East and South Asia (Sri Lanka, Nepal). Present priorities for humanitarian assistance coheres relatively well with this, but the policy opens up for more geographical dispersion.

Channels for Norwegian ODA have been the multilateral organisations such as UN, the World Bank Group and Regional Development Banks, while the bilateral part of the ODA is allocated state-to-state cooperation and support to national, regional, Norwegian and international NGOs. Various crosscutting issues such as environment, gender, HIV/AIDS, good governance, human rights and more recently harmonisation (with other donors), transparency and anti-corruption are principles added to the overall goal of poverty alleviation.

A3.2 The Role of the NGOs

Norway had from early 1900 strong humanitarian traditions. After the Second World War these traditions were developed as part of the social democratic system, which was further continued in the development assistance era. Already in the 1980s the Norwegian NGOs had become an important channel for development assistance, including humanitarian assistance. But the NGOs' specialisation in relief operations was limited to national and local levels. They were relatively unskilled in international coordinated response, as other international NGOs at that time. The term "The Norwegian Model" was created in the 1980s and refers to the very close cooperation between the MFA and the numerous Norwegian NGOs increasingly funded by the government. Different stakeholders have accused MFA to utilise NGOs as contractors implementing foreign policy abroad. Meanwhile, the increasing humanitarian budget opened up for more financial support to the NGOs as well as to the UN system. The NGOs were not only growing in size, but also in numbers. The term "The Big Five" refers to Norwegian Red Cross, Save the Children, Norwegian Church Aid, Norwegian Refugee Council and Norwegian People's Aid, all members of NOREPS. The NGOs have met increased competition for funds from the donors. Over the years Norad and MFA have put stronger emphasis on administrative capacity and standards. As a result, the NGOs became more professional and developed networks locally, but also at international level.

The first important case where Norway had a role in a national peace process was in Guatemala, where one Norwegian NGO, Norwegian Church Aid (NCA) was given the role as peace negotiator between the conflicting partners, and with successful outcome. The peace agreement was signed in 1996. During the Guatemala peace process another scenario developed with base in MFA and with Norwegian actors – The Oslo Channel. This initiative ended up in a peace agreement between the Israelis and Palestinians in 1993. The role of Norway in this peace initiative put Norway even more clearly on the world map as a small nation with ambitions as an international peace negotiator and facilitator.

The role of MFA in this respect had implications for humanitarian assistance, not only for the follow up in the Middle East, but for the role of humanitarian affairs in the overall foreign policy. The role in the negotiations between the Palestinians and Israelis as facilitator put Norway and MFA on the agenda that had no parallel in history, and the consequences are well known. MFA has since the early 1990s had a leading role in various peace initiatives in war torn-countries.

A3.3 Policy and NOREPS early days

The Gulf war in 1991 revealed that the international community did not possess necessary and adequate response capacity for dealing with humanitarian crisis of this scale, involving huge numbers of refugees, IDPs and victims of war. The Norwegian MFA as many other donors involved, initiated a process in identifying what kind of systems and mechanisms should be in place to meet future humanitarian needs. On the Norwegian side one of the outcomes was the

establishment of NOREPS in 1991. NORSTAFF, the personnel component of Norwegian deliveries, became a part of this.

The process of building up a coordinated response system was initiated by MFA in cooperation with the UN system. The idea of becoming an important professional deliverer of humanitarian assistance was also triggered by the State Secretary Jan Egeland. (Reference: His book about small nation states' role in peace negotiations). He had been working as researcher, as aid worker in Norwegian Red Cross and became Adviser, later State Secretary to the Minister of Foreign Affairs in 1990, at that time Thorvald Stoltenberg.

Seen from MFA it was important to develop coordinated response, and the policy of channelling 50% through UN and 50 % through Norwegian NGOs was defined. When NOREPS was established, increased attention was paid to the role of Norway in humanitarian affairs. The use of Norwegian personnel and supplies in humanitarian operations was seen as strength, and putting the Norwegian flag on humanitarian deliveries was at that time legitimate. UN's lack of international coordinated response capacity also gave way for the development of NOREPS as a preparedness system.

The building up of NOREPS started with the involvement of 5 NGOs, The Directorate for Civil Protection and Emergency Planning and some commercial emergency equipment suppliers. The policy behind was also to place Norway on the map as a supplier of humanitarian goods and services and to be as good as in development assistance.

The budget allocations for humanitarian assistance increased tremendously during the 1990s. The administration of the humanitarian assistance could from their angle take advantage of a Norwegian system in place in using NOREPS as a mechanism in disbursing funds. For the MFA staff involved in humanitarian affairs, NOREPS was one of various instruments for allocating the growing budget. If nothing else was coordinated, at least NOREPS members could be mobilised and utilised.

A3.3.1 Disaster Response Committee - "Katastrofeutvalget"

This forum was initiated by MFA in the early 1990s, in parallel with NOREPS, and included members from the "Big Five" and the Directorate for Civil Protection and Emergency Planning. Later on, Medecins Sans Frontiere was included, and more recently Care Norway. The Committee had regularly meetings and could be called upon following requests in connection with humanitarian disasters. MFA used the forum as a channel for information exchange and for coordination of Norwegian response. The Forum was renamed in 1998 to The Humanitarian Committee ("Hum-utvalget").

A3.3.2 The GAP-issue

In the middle of the 1990s some new efforts were made to integrate humanitarian and development assistance, both because of substantial experiences brought from the field on lack of coordination, the high numbers of NGOs working in the aftermath of crisis, as well as the UN Security Council's (UN SC) work on these issues and the mandate given to the UN Agencies working in the field. This discussion is still going on and could be of interest in discussing NOREPS' future. Some of the key issues in this respect are integration of emergency preparedness in long term development efforts and improved local production of specialised emergency equipment. On the Norwegian side, MFA has established a special budget allocation for transitional assistance targeted interventions in reconstruction processes. (The GAP-issue is further presented in connection with the Task Force on Prevention of Humanitarian Disaster below.)

A3.4 The NOREPS Review

The change in Government 1997 had implications for MFA's policy on humanitarian affairs. One of the first steps taken by the Minister of Development Cooperation, Hilde Frafjord Johnson, autumn 1997, was the initiation of the Review of NOREPS. The focus for the Review was to look into the system as it functioned with a critical view on the commercial suppliers' role in the system. The Review presented a number of concerns both in terms of the network's administration, set up and lack of clear procedures for decision making as required for a preparedness system. One important critic was that NOREPS did not have a

clearly defined mandate. The report also questioned the supplies of expensive Norwegian products into poor disaster prone countries, instead of locally produced supplies, as well as questioning the lack of competition for suppliers.

The follow up of the Review was establishment of a mandate, establishment of a more clear ownership of NOREPS placed in MFA. More regulated behaviour from MFA staff vis-à-vis the commercial members was introduced to improve transparency.

A3.5 New Policy on Human Rights and Humanitarian Affairs

During Prime Minister Bondevik's first government (1997-2000) Frafjord Johnson was selected as Minister of Development Cooperation and Human Rights. Her constitutional responsibility was strengthened and human rights and humanitarian affairs were added to her portfolio. The Minister of Foreign Affairs still had responsibility for the peace initiatives at different levels. Frafjord Johnson was the first minister to prepare a White Paper on Human Rights in an international context to the Parliament (St.m. nr. 21, 1999-2000)⁷⁶. And also, for first time ever, the minister held a presentation to the Parliament on strategic priorities in Humanitarian Affairs (HFJ/MFA/January 1999)⁷⁷. The principle of 50/50 % sharing of the humanitarian budget between UN and NGOs was made clearer. Strong emphasis was put on international coordinated response and coordination. The emphasis on UN as the only body to coordinate was expressed, and joint strategic interventions underlined. The strategic priorities included an integrated approach to humanitarian assistance, peace and reconciliation and development. The term "Norwegian Model" was used in the presentation and further developed as an instrument for MFA. She brought new terms into the discussions within and outside MFA, and the numbers of peace initiatives were increased. At one point, the Minister was very clear in opposing the former government (Labour Party) - use of Norwegian supplies in emergency relief should not be prioritised. The NOREPS mandate that was created specified that efforts to link humanitarian activities to local production of emergency equipment should be prioritised. As a very active and high profiled Minister of Development Cooperation, Frafjord Johnson was involved in the OECD DAC process, which ended up in the Paris Declaration in 2005.

A3.6 The Paris Declaration

The Paris Declaration was endorsed on 2 March 2005, and is an international agreement to which over one hundred Ministers, Heads of Agencies and other Senior Officials adhered and committed their countries and organisations to continue to increase efforts in harmonisation, alignment and managing aid for results, with a set of "monitorable" actions and indicators.

At the international level, the Paris Declaration constitutes a mechanism which donors and recipients of aid are held mutually accountable to each other and compliance in meeting the commitments will be publicly monitored. At the country level, the Paris Declaration encourages donors and partners to jointly assess mutual progress in implementing agreed commitments on aid effectiveness by making best use of local mechanisms.

One of the principles in The Paris Declaration that affected NOREPS as a system supplying Norwegian goods, was the principle of untied aid. Norway has followed this principle and it is expected that this already has made some changes for the NOREPS members and the system as a whole. The evaluation of NOREPS has shown that most UN agencies prefer cash contribution to in-kind contribution.

A3.6.1 The Rattsø Commission

As a following up of the Action Plan "Fight against Poverty" (2002)⁷⁸ MFA established the Rattsø Commission for looking into the role of NGOs as channel in the development cooperation. (Rattsø, 2006) This Report was critical to the role of the Norwegian NGOs and recommended that the level of involvement of Norwegian NGOs should be limited to countries where good governance is a major issue. The report recommended that support to NGOs in countries with a certain level of civil society involvement should be phased out. The

⁷⁶ This was the first White Paper with a systematic and holistic Human Rights approach presented to the Storting since 1977. This former White Paper, Stortingsmelding nr. 93 (1976-77) Om Norge og det internasjonale menneskerettighetsvern, was presented by Knut Frydelund, Foreign Minister in Odvar Nordli's Labour Party Government 1976-81.

⁷⁷ Redegjørelse om humanitær bistand til Stortinget, January 21st, 1999.

⁷⁸ Kamp mot fattigdom!, GoN's Action Plan for Alleviation of Poverty towards 2015, MFA, 2002.

response on the Commission's conclusions and recommendations mobilised the NGO community, but there has been very limited follow up.⁷⁹

A3.7 NOREPS and Present Government's Priorities

According to OECD DAC Peer Review in 2004, Norway has endorsed the principles and good practice of Good Humanitarian Donorship. (OECD/DAC, 2004)

The untying of all kind of development assistance has probably had some impact on NOREPS. According to the State Secretary Raymond Johansen NOREPS is functioning well and is one among other mechanisms used in dealing with humanitarian assistance. NOREPS is not a priority for the present Minister of Foreign Affairs. Interestingly, the Minister of Development Cooperation has been more eager about "showing the Norwegian flag", according to respondents in MFA. (Cit. Speech, Annual Meeting, MFA's Management Group, August 2007.)

In the Peer Review in 2004, OECD/DAC challenged MFA on humanitarian assistance and called for a coherent strategy, which was not in place. The government that came into office in 2005 has made some efforts in meeting OECD/DAC's criticism.

A3.7.1 Present Governments Priorities

The present government presented new and thematic priorities at the International Women's Day, 2007. Both State Secretary, Ministry of Foreign Affairs, Raymond Johansen, and State Secretary for International Development Anne Margareth Fagertun Stenhammer were present.

The government increased the allocations for peace, human rights and humanitarian assistance by NOK 840 million, an increase of 25%, in 2007. The channels for the assistance continue to be UN, Red Cross and Norwegian NGOs. Geographical priorities are Middle East, Afghanistan, Somalia and Horn of Africa, Sudan and Sri Lanka.

GoN/MFA follows the humanitarian policy discussion related to needs oriented versus policy oriented prioritised assistance. MFA regards this discussion as a bit cemented. MFA emphasises that Norway cannot contribute to all international crisis. GoN wants to contribute where Norway has special competence and capacity to do so.

The UN system continues to have a key role and MFA will provide continued support to the UN Reform Process and further reforms in the humanitarian field.

The government has increased the contribution to UN Central Emergency Response Fund (CERF). The allocation was doubled from 2006 to 2007 and is for 2007 NOK 350 million. The experiences with CERF are so far quite positive, according to MFA. In MFA's opinion, CERF has provided a more balanced distribution of funds and provided funds for neglected crisis such as in DR Congo and Chad.

The Cluster approach initiated by OCHA and Jan Egeland is among MFA's priorities and will be closely followed up both at policy and operational levels. The Cluster approach refers to efforts in improving the predictability, timeliness, and effectiveness of humanitarian response, and paves the way for recovery. It also aims to strengthen leadership and accountability in certain key sectors where gaps have been identified. There are established cluster in nine areas, where the different UN agencies have been given a mandate and are responsible for the specific sector.⁸⁰

For the first time an integrated gender approach was included as an explicit priority within the humanitarian field when MFA presented a new Action Plan for Women's Rights and Gender Equality in Development Cooperation 2007 – 2008, including both short and long-term assistance. The priorities are economic empowerment, sexual and reproductive health and rights, and violence against women. (MFA, 2007). The new Action Plan refers to the Plan of Action for the Implementation of UN Security Council's Resolution 1325 on Women, Peace

⁷⁹ It should be noted that Commission was initiated by the former government.

⁸⁰ The nine clusters are: Camp Coordination and Camp management, Early Recovery, Emergency Shelter, Emergency Telecommunications, Health, Logistics, Nutrition, Protection, Water, Sanitation and Hygiene.

and Security (2006), and MFA will bring this into dialogue with cooperating partners. This Plan of Action has renewed the gender mainstreaming approach in humanitarian affairs and MFA's emphasis on gender equality. Specific requirements for annual reporting on UN SC's Resolution 1325 have been defined.

Norway intends to have an active role in the discussions on civil – military cooperation both with NGOs, UN and other stakeholders in securing clear role definitions and humanitarian principles. MFA has initiated a project on Integrated Missions towards this end.

Improved emphasis on protection of children and youth in conflict prevention initiatives will be initiated. Violence against children will be a cross-cutting issue in bilateral and multilateral cooperation.

Another initiative, which could be of importance for the strengthening of the coordination between short and long-term assistance, is a Working Group on the Budget Structure initiated by MFA in 2006. However, the major objective behind the Working Group is a need to renew the categories of budget allocations. The process of incorporating support to prevention measures could probably be seen as a part of this initiative.

A3.7.2 White Paper on Women's Rights and Gender Equality

The MFA presented in January 2008 its first White Paper on Women's Rights and Gender Equality, which also sets priorities for humanitarian assistance. (Report No. 11. On Equal Terms: Women's rights and gender equality in international policy (2008). The White Paper defines the principles that have been guiding the foreign and development policies over the last years, and so far does not come up with new policy issues. However, as a White Paper, it has a strong symbolic role in the coming political discussions in Norway.

A3.8 Task Force and White Paper on Prevention of Humanitarian Disasters

- In 2006 MFA decided to establish an internal Task Force on Prevention of Humanitarian Disasters as a result of the increased level of humanitarian catastrophes caused by climate change and environmental disorder as well as high level of conflict in certain dense populated regions. The Task Force presented a report in May 2007, which was the first step in the preparation for the White Paper presented to the Parliament in December that year.⁸¹ The White Paper lists the following thematic issues as strategic priorities:
- Improved internal coordination within MFA between short and long term assistance, with emphasis on reconstruction. (This will possibly imply changes in the budget structure and division of responsibility between the MFA's departments.)
- A more long term and strategic cooperation at field level with national authorities, UN system, academic institutions and NGOs; through development cooperation improve efforts to integrate prevention measures and support reconstruction processes to ensure sustainable local communities - in close cooperation with national authorities and NGOs. MFA emphasises that this also should be politically institutionalised in the UN.
- Due to differences in coping with catastrophes of similar character, support to South-South cooperation has to be encouraged to improve sharing of experiences in efforts to improve national emergency preparedness.

A3.9 Proposed Budget for 2008

In the proposed budget for 2008, the increase in budget for peace, reconciliation, human rights and humanitarian assistance is NOK 306 million. The total proposed allocation for this assistance is NOK 4.4 billion. During the proposed budget presentation, MFA underlined support to prevention measures, continued support to CERF and increased support to UNHCR. The Minister also emphasised the need to see the political and humanitarian approach better interlinked, and that this would require adjustments based on geographical and situational conditions. One of the priorities for 2008 is increased support to countries in post-conflict processes. This would imply increased support to UN's Peace Building Fund. It is expected that the experiences at international level with the UN Reform will provide feedback to the MFA in future decisions on how to allocate the increasing budget allocations for humanitarian response. Evaluations on both CERF and the Cluster

81 Motstandsdyktig og bærekraftig utvikling - Norsk politikk for forebygging avhumanitære katastrofer, Forslag fra UDs prosjektgruppe, mai 2007

Approach are on its way and will pave the ground for adjustments for the international humanitarian response system, including the Norwegian MFA.

A3.10 References for this appendix

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Appendix 4: Corruption control in NOREPS

Written by Svein Jørgensen

Corruption

The Terms of Reference have the following statement regarding corruption:

The cross-cutting issues environment, gender and corruption shall be covered by this evaluation, and will be relevant in some areas/assessments in particular: ... Corruption: regarding the system established to avoid corruption along the whole chain of appropriation and delivery of goods and services in NOREPS.

During the preparation of the proposal for the evaluation, the Consultants requested Norad to give more specific information regarding this system, and were made to understand that this sentence might be somewhat misleading. During the preparation of the inception report the question was also addressed to IN, who responded as follows:

As briefly discussed on the phone NOREPS is not a legal entity and does not have a separate document as such, addressing corruption. I would therefore advice you to contact the various partners in the system (MFA, NGO/GO/NRC, companies) to obtain their ethical guidelines and anti-corruption schemes. An essential part of the value chain is of course also the purchaser/recipient of the goods and services, whether it be UN, NGOs or other entities operating emergency assistance.

Innovation Norway, representing the NOREPS secretariat, is guided by the following in our work:

The Act relating to Innovation Norway requires the company to have its own ethical guidelines. It is further required that Innovation Norway should have a high awareness of ethical issues. These ethical guidelines have been approved by the board of Innovation Norway. Please see enclosed guidelines.

As stated Innovation Norway also has taken on a responsibility of advising clients on corruption issues, and has systems and training in place to strengthen the knowledge among own staff, as well as a cooperation with MFA and NHO to establish one coordinated source of information relating to the issue, in order to assist Norwegian industry abroad. For more information please contact the HR-department.

As NOREPS secretariat, IN also addresses the issue of corruption with all new companies entering into the system.”

Excerpts from IN’s Ethical Guidelines:

The Act relating to Innovation Norway requires the company to have its own ethical guidelines. It is further required that Innovation Norway should have a high awareness of ethical issues, including corruption, the environment, human rights and the social responsibility and general conduct of the business community. Following our ethical guidelines is thus not only important for our own reputation, but also for living up to the expectations of our partners and owners.

These ethical guidelines have been approved by the board of Innovation Norway.

The Ethical Guidelines of IN have been used as a point of departure for briefly assessing to what extent other NOREPS partners (MFA, NOREPS companies and NGOs) have in place attitude, systems and control mechanisms to prevent unethical behaviour and promote corporate social responsibility. This was done through interviews carried out by the Evaluation Team. Issues addressed were:

- If the partners have their own ethical guidelines, and in case, a specification of these,
- If these guidelines have been made known to all staff,
- What is the nature of corruption and unethical behaviour,
- Accounting and auditing standards and reports,
- How corruption can be prevented or avoided,
- How causes of concern are reported and handled by the organisation,
- How possible unethical behaviour shall be reported, and “whistle blowers” protected against sanctions,
- Mechanisms to secure that staff do not take part in, or seek to influence, proceedings, projects or decisions where conditions exist that may undermine confidence in his/her impartiality,
- Whether there is a clear and distinct division between personal and company business made clear to all staff,
- What limits exist for the acceptance of gifts,
- Whether the partners have ever been subject to public or private inquiries related to corruption or unethical behaviour, and, in case, the results of such inquiries,
- To what extent Norwegian NGOs/companies carry out any sort of “system audits” of local partner companies/NGOs.

MFA

The Ministry of Foreign Affairs responded by enclosing the following three documents and answered concretely to our questionnaire:

Ethical Guidelines for the Public Service, The Ministry of Modernisation, 7 September 2007

Guidelines for dealing with unacceptable behaviour, The Ministry of Foreign Affairs 2007

Guidelines for notification of unacceptable circumstances in the Foreign Service, 2007.

The guidelines have been published on the Foreign Ministry’s intranet, and a letter of clarification of particular issues has been circulated to all departments/embassies.

Audits are conducted by the Auditor General according to Norwegian Government rules, and grant recipients are obliged to provide reports and accounts on the use of the grants. The Auditor General regularly examines the Ministry’s routines and practice concerning grants.

The Auditor General has not made any comments to the Ministry on ethical standards, corruption or deficient financial management in notes to accounts or management letters. However, in annual reports the Auditor General has questioned whether disbursed funds have been used cost-effective, according to its intentions or grant letters.

The above answers to our questions mainly refer to guidelines for the public service, while there was no further information regarding how the guidelines are implemented or used by the staff, and how training in related fields is carried out. A reference to the publication of guidelines on the intranet was not very re-assuring, keeping in mind that constant awareness raising repeated activation of such guidelines are clearly required to have any impact on behaviour.

In addition, there was no reference to NOREPS in the initial answers by the Ministry, and in that respect, whether the Ministry has any special focus on how NOREPS related grants are handled.

In a follow-up question to MFA the two paragraphs above were sent for comments. This resulted in the following additional information, explaining that:

- Anti-corruption and ethical guidelines are part of the curriculum in several training courses run by MFA, and that the subject is raised at separate workshops for MFA and embassy management staff.
- Anti-corruption is included in all relevant courses run by UKS (Foreign Service Competence Centre), and this work will be reinforced in 2007/8.
- A new, concise e-learning course in anti-corruption will be prepared this autumn. It is intended that this course will be obligatory for all staff.
- UKS is running a comprehensive course on anti-corruption.

Quality assurance, including corruption awareness, is a topic in all core documents on budget, planning and reporting within the Ministry, e.g. the yearly plan of activities, allocation letter and strategic memos. Thus a general understanding of aspects and effects of corruption is institutionalized within the organisation and in relation to external work.

Evaluations of recipient organisations such as NGOs are conducted regularly. Norway plays a prominent role in the different efforts, both in formalized working groups and politically, within the UN to improve the organisational capacity in related areas. UN organisations are, in addition to humanitarian organisations, the main users of the services given through the NOREPS set-up. This ongoing NOREPS evaluation has been initiated by the Ministry.

The Ministry is able to monitor the NOREPS set-up from different angles; one is the representation in the board or working-group chaired by the Innovation Norway secretariat, another is to receive, directly from the partners in the field, their experiences concerning the use of the contributions from NOREPS, and the third is to evaluate the effect and quality of the products promoted through NOREPS in use in severe humanitarian crises.

Organisations and NGO Partners

All the partner organisations in NOREPS seem to address unethical behaviour (bribery, sexual harassment, racism, discrimination, etc) in a comprehensive and adequate manner. They have all ethical guidelines and rules, which when constantly activated and adhered to, would minimize unethical behaviour. They have (what is listed below is the main impression, but does not apply equally to all organisations):

- training and awareness raising of their staff (e.g. when starting employment) and in different forum (management group, procurement group),
- code of conduct (including rule on conflict of interest) which has to be signed by each employee when employed,
- local training in programme countries,
- open systems to handle procurements and criteria for selection of best offer (price/quality),
- proper accounting and auditing standards,
- rules on how possible “incidents” shall be reported,
- clear limits for what is an acceptable gift (e.g. maximum one bottle of wine)
- mechanisms to minimize possible unethical behaviour (e.g. more than one person involved in all major decisions/procurements),
- control mechanisms for use of local partners.

None of the organisations have had any comments from their auditors on unethical behaviour. But three of them have been subject to accusations regarding corruption/embezzlement/sexual harassment. In one NGO a staff member was convicted on embezzlement, while accusations of sexual harassment in another one were not confirmed. A third organisation has had cases of corruption (mainly “petty-corruption”) and unethical behaviour in some of the country programmes. This has been reported to the NGO and handled by local authorities.

Companies

Most of the companies interviewed have no specific guidelines or measures to prevent unethical behaviour. They mainly follow Norwegian rules and regulations, including international accounting and auditing standards. A few of them get involved with local partners, both for stockpiling and local production. Almost none use local agents, which always is a “danger zone”.

The above setting is of course no guarantee against unethical behaviour, and more concerted efforts could be called for.

UN agencies

UNICEF procurements are audited twice a year, and the Country Offices are audited regularly. There is a standard segregation of duties, application, approval/endorsement, and use of the Contract Review Committee for all decisions. Local Procurement Authorisations are always checked in Copenhagen. All contracting is reviewed by asking for the specs of products and prices, which are checked for competitiveness and compared to LTA holders.

There has been a request by the Executive Director for Financial Disclosure. Purchase Orders have some text on social and environmental standards applied by suppliers. For some products there is however a blanket authorisation to purchase, when supplies cannot be purchased elsewhere or are submitted to a global pricing (e.g. oil), or when there is an emergency.

Conclusions and Recommendations

Proper guidelines and procedures to promote ethical behaviour, like those implemented by the NGOs, is a good foundation. However, such guidelines have limited value unless they are constantly and repeatedly activated in the organisation. To what extent that is done, is more difficult to establish, and is beyond the scope of this evaluation since it would imply a detailed, in-house “inventory”/monitoring of the actual ethical behaviour in each organisation.

As stated earlier, NOREPS - as an “organisation” - has no common (“NOREPS”) guidelines or approach regarding ethical behaviour. MFA, IN and the NGO have their individual rules, and the companies follow normal Norwegian standards. NOREPS is, however, a public/private entity with a “noble” mission mainly financed by Norwegian taxpayers’ money. It could therefore be questioned whether it should be more active and in the forefront in this matter, not least since corruption is high on the political agenda in Norway. Possibly the focus on ethical behaviour could be amplified by:

- NOREPS as an organisation and the individual NOREPS partners becoming members and entering into partnership with Transparency International, or initiatives like the UN Global Compact,
- making its commitment to ethical behaviour clearly visible.

Transparency International Norway is a part of Transparency International. It aims to build partnership among likeminded organisations and groups, and to promote measures to prevent corruption. The mode of doing so is, among others, to support coalitions between the public sector, private enterprise and the civil society, and together with them develop standards for ethical behaviour. Possibly a membership of NOREPS in Transparency could boost its image and reinforce its efforts to prevent corruption.

The Global Compact is a framework for businesses that are committed to aligning their operations and strategies with ten universally accepted principles in the areas of human rights, labour, the environment and anti-corruption (see www.unglobal). As the world’s largest, global corporate citizenship initiative, the Global Compact is first and foremost concerned with exhibiting and building the social legitimacy of business and markets.

Most likely the use of local partners, companies and agents is prone to corruption, often “petty-corruption” linked to local operations. Although the organisations are fully aware of such an exposure, and have control mechanisms to minimize it, further efforts should be considered to reduce the chances. One option in this respect could be to make it quite visible to the outside world that the organisation and staff members do not get involved in unethical behaviour. Such “visibility” could be attained by clearly demonstrating in local offices, on cars, uniforms, etc that the organisation does not tolerate or get involved in unethical behaviour. A clear display of, for example, membership in Transparency or Global Compact, could add to such efforts.

Appendix 5: Persons met

Summary

Nearly two hundred persons were interviewed, met, or consulted by the team individually or in small groups:

Category of person interviewed	Code	No.	as %	of which ♀	♀ as %
Ministry Staff and IN	M	31	16%	15	48%
Recipient Government official	G	1	1%	0	
UN, NGO or Red Cross staff	U	121	63%	37	31%
NOREPS member	N	29	15%	5	17%
NORSTAF	S	1	1%	0	
Other Governments	T	2	1%	1	50%
Other	O	7	4%	2	29%
Total		192	100%	60	31%

Type of interview method	Code	No.	as %	of which ♀	♀ as %
General meeting	gm	31	16%	14	45%
Semi-structured Interview (Individual)	ssi	53	28%	8	15%
Semi-structured Interview (Group)	ssg	86	45%	31	36%
Brief Discussion (on a single topic)	bd	2	1%	0	
Detailed discussion	dd	6	3%	5	83%
Telephone interview	ti	14	7%	2	14%
Other	ot	0	0%	0	
		192	100%	60	31%

Country	Code	No.	as %	of which ♀	♀ as %
Norway	NO	45	23%	16	36%
Sweden	SE	2	1%	1	50%
Denmark	DK	5	3%	2	40%
Switzerland	CH	41	21%	13	32%
Italy	IT	10	5%	5	50%
Pakistan	PK	35	18%	8	23%
United States	US	18	9%	10	56%
Kenya	KE	21	11%	2	10%
Sudan	SD	15	8%	3	20%
		192	100%	60	31%

Details of Individual and small-group interviews

Only the most detailed interview is listed where individuals were met on different occasions. A draft containing the following list has been circulated to all of those interviewed for whom we had email addresses. The corrections received have been incorporated into the list.

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Aasen, Bernt</i>	UNICEF, Special Adviser, Office of Emergency Programmes	♂	gm	U	New York	20 Sep
<i>Adar, Adan</i>	Save the Children US, Program Director	♂	ssg	U	Islamabad	04 Oct
<i>Alemu, Moges</i>	UNICEF Kenya, Supply Officer	♂	ssg	U	Nairobi	04 Sep
<i>Andreassen, Arne N.</i>	Compact AS	♂	ti	M	Oslo	10 Oct
<i>Arne Almendingen</i>	Telenor Satellite Services AS	♂	ti	N	Telephone	21 Sep
<i>Arthur, Fredrik</i>	Royal Norwegian Mission, Geneva, Counsellor	♂	ssg	M	Geneva	24 Sep
<i>Aweis Abukar, Yussuf</i>	NCA Kenya, Chief Logistics Officer, Easter Africa Region NOREPS contact point	♂	ssi	N	Nairobi	05 Sep
<i>Azkoul, Clarissa</i>	IOM, Chief, Donor Relations Division	♀	ssg	U	Geneva	27 Sep
<i>Bagirishya, Justin</i>	WFP South Sudan, Coordinator	♂	ssi	U	Juba	10 Sep
<i>Bengali, K</i>	Inter-Agency Real Time Evaluation Team	♂	gm	O	Islamabad	28 Sep
<i>Bettocchi, Guillermo</i>	UNHCR Somalia, Representative	♂	ssi	U	Nairobi	06 Sep
<i>Blane, Dorothy</i>	Concern Pakistan, Country Representative	♀	ssi	U	Islamabad	02 Oct
<i>Bøe, Ragnar</i>	Directorate for Civil Protection and Emergency Planning	♂	ti	M	Oslo	10 Oct
<i>Breivik, Arnt</i>	United Nations Joint Logistics Center Chief.	♂	ssi	U	Rome	13 Sep
<i>Brodal, Inger</i>	OCHA, Gender Advisory Team, Policy Development and Studies Branch	♀	gm	U	New York	21 Sep
<i>Bruno, Luigi</i>	OCHA, Logistics Support Unit, Logistics Assistant	♂	ssg	U	Geneva	24 Sep
<i>Buni, Gaspar</i>	UNHCR regional support Hub, Ass Supplies Officer	♂	ssg	U	Nairobi	06 Sep
<i>Burns, Kate</i>	OCHA, Senior Humanitarian Affairs Officer - Gender Adviser Policy Development and Studies Branch	♀	gm	U	New York	21 Sep
<i>Carver, Jon</i>	WHO Health Action in Crises	♂	ssg	U	Geneva	27 Sep
<i>Case, Jules Farrier</i>	NFI Coordinator	♂	ssi	U	Juba	10 Sep
<i>Chipunia</i>	Unicef Copenhagen, Placement of Orders	♀	ssg	U	Copenhagen	11 Sep
<i>Colbro, Ingalill</i>	UNICEF, Senior Advisor, Nordic Governments, Programme Funding Office	♀	ssg	U	New York	19 Sep
<i>Crisp, Jeff</i>	UNHCR, Policy Development and Evaluation Service, Head	♂	ssg	U	Geneva	25 Sep
<i>Cutts, Mark</i>	OCHA, Humanitarian Reform Support Unit	♂	ssi	U	Geneva	10 Sep
<i>Dahl, Harald</i>	Unicef Somali, Supply Logistics Officer	♂	ssg	U	Nairobi	04 Sep
<i>De Clercq, Peter</i>	UNHCR Supply Management Service, Head	♂	ssg	U	Geneva	26 Sep
<i>De Muyser-Boucher, Isabelle</i>	OCHA, Logistics Support Unit, Chief	♂	ssg	U	Geneva	24 Sep
<i>Del Conte, David</i>	OCHA, Humanitarian Affairs officer, Coordination and Response Division	♂	gm	U	New York	20 Sep

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Di Schiena, Christian</i>	Swedish Rescue Services Agency, Head of Unit, Policy	♂	ssg	T	Kristinehamn	18 Sep
<i>Donde, Fred</i>	Unicef Kenya, Water and Environmental Sanitation, Nairobi	♂	ssg	U	Nairobi	04 Sep
<i>Drøyer, Elisabeth</i>	Permanent Mission of Norway to the UN, First Secretary	♀	gm	M	New York	20 Sep
<i>Dupin, Eric</i>	Unicef Kenya – Emergency Coordination	♂	ssg	U	Nairobi	04 Sep
<i>Durrani, Zahid</i>	Unicef Pakistan, Emergency WES, Assistant Project Officer	♂	ssg	U	Islamabad	01 Oct
<i>Eckey, Susan</i>	Ministry of Foreign Affairs, Deputy Director General	♀	ssi	M	Oslo	09 Oct
<i>Egeland, Jan</i>	Director, Norwegian Institute for International Relations. (Former Deputy Minister for Foreign Affairs, former Emergency Response Coordinator)	♂	ssi	M	Oslo	09 Oct
<i>Elmi, L</i>	Inter-Agency Real Time Evaluation Team	♀	gm	O	Islamabad	28 Sep
<i>Endres, Daniel</i>	UNHCR, Division of Operations Services, Deputy Director	♂	ssg	U	Geneva	26 Sep
<i>Endresen, Astri</i>	Royal Norwegian Mission, Geneva, Emergency response Officer	♀	ssg	M	Geneva	24 Sep
<i>Eriksen, Frank Lt Col</i>	OC UN Observers, Zone 1	♂	ssi	U	Juba	07 Sep
<i>Farman-Farmaian, Massoumeh</i>	UNHCR Pakistan, External Relations Officer	♀	ssg	U	Islamabad	03 Oct
<i>Ferreira, Maria Alzira,</i>	WFP Donor Relations, Deputy Director	♀	ssg	U	Rome	13 Sep
<i>Flølo, Arne Jan</i>	MFA, Adviser, Humanitarian Section	♂	ssi	M	Oslo	21 Jun
<i>Foerster, Bradley</i>	UNDG, Policy Adviser, Crisis and Post-Conflict Cluster	♂	ssi	U	New York	19 Sep
<i>Fossland, Ingrid</i>	IFRC Eastern Africa Zone Office, Programme Coordinator and Deputy HoD	♂	ssi	U	Nairobi	06 Sep
<i>Gelas, Pierre</i>	OCHA Regional Office, Regional Disaster Response Advisor	♂	ssi	U	Nairobi	06 Sep
<i>Giaver, Benedicte</i>	NRC, Head of Emergency Preparedness	♂	ssi	N	Oslo	24 Aug
<i>Giotz, Anne Marie</i>	UNIFEM, Chief Adviser, Governance Peace and Security	♀	gm	U	New York	21 Sep
<i>Gleeson, Brian</i>	UNDP, Senior Adviser, SURGE Project, Bureau for Crisis Prevention and Recovery	♂	gm	U	New York	21 Sep
<i>Gough, Jaqueline</i>	UNHCR Supply Management Service, Contracts Unit	♂	ssg	U	Geneva	26 Sep
<i>Gram-Johannessen, Haakon</i>	Royal Norwegian Mission, Geneva, Counsellor	♂	ssg	M	Geneva	24 Sep
<i>Grane, Tor K</i>	Sealift, Manager Relief and Emergency Operations	♂	ssg	N	Oslo	21 Aug
<i>Greenwood, Judith</i>	ICRC External Relations Division, Head of Unit	♀	ssg	U	Geneva	24 Sep
<i>Gregersen, Ole</i>	O.B. Wiik, Export Director	♂	ssi	N		24 Aug
<i>Gressly, David W</i>	UN Southern Sudan, Deputy Resident and Humanitarian Coordinator	♂	ssi	U	Juba	07 Sep
<i>Gressmann, Wolfgang</i>	International Agency for Source Country Information, Head of Operations	♂	gm	O	Islamabad	28 Sep

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Grignon, Christine</i>	WFP Donor Relations Officer for Norway	♀	ssg	U	Rome	13 Sep
<i>Guebre-Christos, Guenet</i>	UNHCR Pakistan, Representative	♀	ssg	U	Islamabad	03 Oct
<i>Hailey, Peter</i>	UNICEF Nutrition office	♂	ssg	U	Nairobi	04 Sep
<i>Halvor Fossum Lauritzsen</i>	Norwegian Red Cross, Director of Division of International and National Assistance	♂	ssg	N	Oslo	24 Aug
<i>Hansen, Nerissa</i>	Unicef Copenhagen, Screening	♀	ssg	U	Copenhagen	11 Sep
<i>Hansen, Soren</i>	Unicef Copenhagen, Head of Unit, Supplies & Logistics	♂	ssg	U	Copenhagen	11 Sep
<i>Haug, Anette</i>	Norad, Senior Advisor, Evaluation Department	♀	dd	M	Oslo	19 Jun
<i>Haug, Marit</i>	Independent Researcher	♀	gm	O	Oslo	19 Jun
<i>Haug, Tor</i>	Royal Norwegian Embassy, First Secretary	♂	ssi	M	Islamabad	28 Sep
<i>Haugen, Astrid</i>	Norwegian Red Cross, Logistics Coordinator	♀	ssg	N	Oslo	24 Aug
<i>Heider, Caroline</i>	WFP Officer of Evaluation, Director	♀	ssi	U	Rome	13 Sep
<i>Henning, Egil</i>	Skanska Norge AS	♂	ti	N	Telephone	20 Sep
<i>Henriksen, Helene Aall</i>	Ministry of Foreign Affairs, Adviser, Gender Issues	♀	gm	M	Oslo	14 Sep
<i>Henriksen, Just A</i>	Sealift, Managing Director	♂	ssg	N	Oslo	21 Aug
<i>Heq, Anwaru</i>	UN Resident Coordinators Office Pakistan, Area Coordinator	♂	gm	U	Islamabad	28 Sep
<i>Hertz, Gote</i>	UNHCR Regional Support Hub, secondee SSR	♂	ssg	U	Nairobi	06 Sep
<i>Heydarov, Namik</i>	NRC Programme Director	♂	ssi	N	Islamabad	02 Oct
<i>Hidle, Svein</i>	Medeco, Head of Emergency Preparedness Department	♂	ssi	N	Flota	23 Aug
<i>Holen, Runar</i>	UNICEF, IT Officer, Telecommunications, Global Telecom Section, Information Technology Division	♂	gm	U	New York	20 Sep
<i>Hollingworth, Matthew</i>	WFP Rome, Head, Augmented Logistics Team for Emergencies (ALITE)	♂	ssg	U	Rome	13 Sep
<i>Holmes, Gillian</i>	UNIFEM, Coordinator of UN Action against Sexual Violence in Conflict	♀	gm	U	New York	21 Sep
<i>Hordvei, Dagne</i>	Norwegian Red Cross, Deputy Director of Division of International and National Assistance	♀	ssg	N	Oslo	24 Aug
<i>Ibrahim, Walid</i>	WFP Rome, Augmented Logistics Team for Emergencies (ALITE)	♂	ssg	U	Rome	13 Sep
<i>Isaksen, Arild</i>	Norwegian Church Aid, Head of Emergency Section	♂	ssi	N	Oslo	23 Aug
<i>Jackson, Bertha</i>	Unicef Sudan, Nutritionist	♀	ssg	U	Juba	08 Sep
<i>Jacobsen, Elizabeth</i>	Norwegian Ambassador to Kenya	♀	ssg	M	Nairobi	11 Sep
<i>Johannessen, Bjørn</i>	MFA, Senior Advisor, Humanitarian	♂	dd	M	Oslo	20 Jun
<i>Johansen, Halvar</i>	Fiskars	♂	ti	N	Telephone	17 Sep

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Johansen, Johnny</i>	UNICEF, IT Officer, Telecommunications, Global Telecom Section, Information Technology Division	♂	gm	U	New York	20 Sep
<i>Johansen, Raymond</i>	State Secretary, MFA	♂	ssg	U	Oslo	24 Aug
<i>John, James</i>	NCA Pakistan, Program Coordinator	♂	ssi	U	Islamabad	04 Oct
<i>Johnson, Hilde Frafjord</i>	UNICEF, Deputy Director General	♀	gm	U	New York	18 Sep
<i>Jørgensen, Nina</i>	Innovation Norway, NOREPS Senior Advisor	♀	dd	M	Oslo	21 Jun
<i>Jusnes, Glenn</i>	UNHCR, Associate Donor Relations Officer	♂	ssg	U	Geneva	25 Sep
<i>Katoch, Argun</i>	OCHA, Field Coordination Support Section, Head and Secretary INSARAG	♂	ssi	U	Geneva	25 Sep
<i>Khalid, Iftikhar A</i>	Oxfam Pakistan, Deputy Country Representative	♂	ssg	U	Islamabad	02 Oct
<i>Khattak, SG</i>	Inter-Agency Real Time Evaluation Team	♂	gm	O	Islamabad	28 Sep
<i>Kiragu, Esther</i>	UNHCR, Policy Development and Evaluation Service, Senior Policy Officer	♀	ssg	U	Geneva	25 Sep
<i>Kjørkleiv, Kristian</i>	Norwegian Red Cross, Senior advisor	♂	ti	N	Oslo	28 Aug
<i>Klienschmidt, Kilian</i>	UNHCR Pakistan, Deputy Representative	♂	ssg	U	Islamabad	03 Oct
<i>Kostveit, Trond</i>	ScanWater, Managing Director	♂	ssg	N	Harestua	21 Aug
<i>Kvalvaag, Tale</i>	Norad, Senior Advisor, Evaluation Department	♀	dd	M	Oslo	19 Jun
<i>Lazzarini, Philippe</i>	OCHA Somalia	♂	ssi	U	Nairobi	05 Sep
<i>Lindgren, Thor Erik</i>	Royal Norwegian Mission, Geneva, Counsellor	♂	ssg	M	Geneva	24 Sep
<i>Loby, Leif</i>	Giersten Hallsystem AS	♂	ti	M	Oslo	10 Oct
<i>Lolachi, Manoucher</i>	UNHCR Technical Support Section, Senior Physical Planner	♂	ssi	U	Geneva	26 Sep
<i>Løseth, Roald</i>	Rofi Industrier	♂	ti	n	Oslo	10 Oct
<i>Loyst, Steven</i>	IFRC Pakistan, Head of Operations	♂	gm	U	Islamabad	28 Sep
<i>MacLeod, Andrew</i>	ERRA, Relief to Recovery Transition Advisor	♂	ssi	U	Islamabad	01 Oct
<i>Makki, Nabil</i>	UNHCR Supply Management Service, Supply Officer	♀	ssg	U	Geneva	26 Sep
<i>Malanca, Mario Lito</i>	IOM, Practice Manager, Crisis, Mitigation and Recovery	♂	ssg	U	Geneva	27 Sep
<i>Malin</i>	Swedish Rescue Services Agency, Policy Unit	♀	ssg	T	Kristinehamn	18 Sep
<i>Manfield, Pete</i>	IFRC, Evaluator for the Pakistan Floods Shelter Cluster	♂	ssg	U	Islamabad	29 Sep
<i>Margrethe Toresen</i>	NORSTAFF secondee to UNHCR Juba	♀	ssg	U	Juba	10 Sep
<i>Mauchle, Pascal</i>	ICRC Pakistan, Head of Delegation	♂	ssi	U	Islamabad	01 Oct
<i>McCarthy, Robert TJ</i>	UNICEF Regional Emergency Advisor	♂	ssg	U	Nairobi	04 Sep
<i>McCluskey, Jean</i>	Unicef, WASH Cluster Global Focal Point	♀	ssi	U	Geneva	27 Sep
<i>McGrath, Michael</i>	Save the Children US, Country Director	♂	ssg	U	Islamabad	04 Oct

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Miriam</i>	Standby Arrangements, Augmented Logistics Team for Emergencies (ALITE)	♀	ssg	U	Rome	13 Sep
<i>Mkerenga, Romanus NS</i>	Unicef Southern Sudan, Chief, Health & Nutrition Section	♂	ssg	U	Juba	08 Sep
<i>Moe, Siv Cathrine</i>	Norwegian Embassy, First Secretary	♀	ssg	M	Nairobi	11 Sep
<i>Molinaro</i>	Unicef Copenhagen, Head of Logistics	♂	ssg	U	Copenhagen	11 Sep
<i>Mosimann, Beat</i>	ICRC East Africa, Head of Logistics Centre	♂	ssi	U	Nairobi	05 Sep
<i>Mounis, François</i>	ICRC, Head of Logistics Division	♂	ssg	U	Geneva	24 Sep
<i>Mugaas, Brynjulf</i>	Royal Norwegian Embassy Counsellor (Somalia)	♂	ssi	M	Nairobi	03 Sep
<i>Mulet, Olivier</i>	Unicef Somalia, Logistics	♂	ssg	U	Nairobi	04 Sep
<i>Munkeby, Jan Arne</i>	Royal Norwegian Embassy to Kenya, Counsellor, Commercial Attaché	♂	ssi	M	Nairobi	03 Sep
<i>Murvoll, Mariann</i>	MFA, Section for Humanitarian Affairs, Adviser	♀	dd	M	Oslo	20 Jun
<i>Nielsen, Flemming</i>	IFCR Operations Coordinator, Operations Support Dep.	♂	ssg	U	Geneva	26 Sep
<i>Nilsen, Frode</i>	Giertsen HallSystem as, Regional Manager East Africa	♂	ssi	N	Nairobi	03 Sep
<i>Niyazov, Murod</i>	UNHCR Supply Management Service, Associate Supply Officer	♂	ssi	U	Geneva	26 Sep
<i>Nunda, Peter</i>	NCA Juba, Logistics Capacity Building Facilitator	♂	ssg	N	Juba	11 Sep
<i>Osmond, Douglas</i>	UNHCR Regional Support Hub, Snr Regional Supply Officer	♂	ssg	U	Nairobi	06 Sep
<i>Ostgaard, Odd Terje</i>	Director Polynor AS	♂	ssg	S	Telephone	19 Sep
<i>Panday, Bhairaja</i>	UNHCR South Sudan, Deputy Representative	♂	ssi	U	Juba	08 Sep
<i>Parker, Andrew</i>	Unicef Pakistan, WES Chief	♂	ssg	U	Islamabad	01 Oct
<i>Parker, Philippa</i>	ICRC Health Unit, Head of Unit	♀	ssg	U	Geneva	24 Sep
<i>Pavlovic, Vanja</i>	ICRC External Relations Division	♀	ssg	U	Geneva	24 Sep
<i>Pedersen, Eva Kristin</i>	WFP Rome, Augmented Logistics Team for Emergencies (ALITE)	♀	ssg	U	Rome	13 Sep
<i>Pedersen, Stig Rune</i>	DCPEP, Senior Adviser, Civil Defence	♂	ssi	N	Oslo	08 Oct
<i>Pedersen, Søren</i>	Save the Children Norway	♂	ti	N	Telephone	21 Sep
<i>Petersen</i>	Unicef Copenhagen, Tendering	♂	ssg	U	Copenhagen	11 Sep
<i>Petrosyan, Armen</i>	IFRC, Head of Unit, Logistics and Resource Mobilization Dep.	♂	ssg	U	Geneva	26 Sep
<i>Pettersson, Anders L.</i>	UNICEF, Emergency Focal Point/HR, Career Development Section, Division of Human Resources	♂	ssi	U	New York	20 Sep
<i>Pickup, Francine</i>	OCHA, Humanitarian Evaluation Officer, Policy Development and Studies Branch	♀	gm	U	New York	21 Sep
<i>Pieters, Jules</i>	WHO Health Action in Crises, Operations Manager	♂	ssg	U	Geneva	27 Sep
<i>Pont, Anna</i>	Habitat Pakistan, Representative	♀	gm	U	Islamabad	28 Sep

Name	Organisation and function	♂ ♀	M	T	Place	Date
Poole, Lydia	OCHA South Sudan. Emergency Preparedness and Response Unit	♀	ssi	U	Juba	10 Sep
Putman-Cramer, Gerhard	OCHA, Emergency Response Department, Head	♂	ssi	U	Geneva	24 Sep
Qazi, Usman	UNDP Pakistan, Programme officer	♂	gm	U	Islamabad	28 Sep
Rambøll, Unni	Permanent Mission of Norway to the UN, Counsellor	♀	ssi	M	New York	20 Sep
Rennan, Katrine	ScanWater, Marketing Support	♀	ssg	N	Harestua	21 Aug
Revel, Jean Pierre	ICRC Health Unit, Head of Sector	♂	ssg	U	Geneva	24 Sep
Saba, Guiseppe	UNHRD Network Coordinator	♂	ssi	U	Brindisi	14 Sep
Samaya, Mario	UN Southern Sudan, RRR Project Manager	♂	ssi	U	Juba	10 Sep
Schmitt, Isabel	UNHCR, Division of Operational Services, Professional Assistant	♀	ssg	U	Geneva	26 Sep
Schtivelman-Watt, Julia	UNHCR, Emergency Preparedness and Response Support Service	♀	ssg	U	Geneva	26 Sep
Schwabe-Hansen, Elisabeth	Advisor MFA Oslo, former 1st secretary Embassy Khartoum	♀	ssi	M	Oslo	29 Aug
Selvig, Tore	Norad, Senior Advisor	♂	gm	M	Oslo	19 Jun
Settemsdal, Elizabeth	Norwegian Refugee Council	♀	gm	M	Oslo	02 Aug
Shariff, Kamran	National Disaster Management Agency, National Disaster Response Advisor	♂	ssi	G	Islamabad	04 Oct
Shibib, Khalid	WHO, Health Action in Crises	♂	ssi	U	Geneva	27 Sep
Sigurdson, Dag	UNHCR, Senior Donor Relations Officer	♂	ssg	U	Geneva	25 Sep
Solecki, John	UNHCR Pakistan, Head of Sub-office, Quetta	♂	bd	U	Flight	05 Oct
Stenersen, Helene Engel	Colifast, Managing Director	♀	ti	N	Telephone	19 Sep
Stork, Karel	Stork Project AS, Managing Director	♂	ti	N	Telephone	18 Sep
Strachan, Simon	Unicef South Sudan, Director	♂	ssi	U	Juba	07 Sep
Strømmen, Wegger Christian	Royal Norwegian Mission, Geneva, Ambassador to the UN	♂	ssg	M	Geneva	24 Sep
Strong, Graham	World Vision, Country Director	♂	ssi	U	Islamabad	03 Oct
Sunde, Erik	Compact Nairobi	♂	gm	M	Oslo	02 Aug
Sunde, Robert	Less Sales Manager	♂	ti	N	Telephone	17 Sep
Swensen, Søren	Norwegian Church Aid	♂	gm	U	Oslo	19 Jun
Sylviane Sienet	UNHCR Supply Management Service, Logistics and Asset management Units	♀	ssg	U	Geneva	26 Sep
Temple, Julien	UNICEF, Project Officer Standby Arrangements	♂	ssi	U	Geneva	25 Sep
Torkildsen, Fridtjof	Norwegian Ambassador to Sudan	♂	ssi	M	Oslo	29 Aug
Torstad, Tore	NCA Sudan, Senior Programme Manager	♂	ssg	N	Juba	11 Sep
Tragethon, Steinar	Hallingplast AS	♂	ssg	N	Telephone	20 Sep

Name	Organisation and function	♂ ♀	M	T	Place	Date
<i>Ulla, Azmat</i>	IFRC Pakistan, Head of Delegation	♂	ssi	U	Islamabad	01 Oct
<i>Ur Rehman, Shafeeq</i>	Oxfam Pakistan, Humanitarian Programme Manager	♂	ssg	U	Islamabad	02 Oct
<i>Vaessen, Tim</i>	FAO Pakistan, Senior Emergency Coordinator	♂	gm	U	Islamabad	28 Sep
<i>Veloso, Carlos</i>	WFP, Emergency Preparedness and Response, Head	♂	ssi	U	Rome	13 Sep
<i>Vikør, Guro Katharina</i>	Ministry of Foreign Affairs, Ambassador, Gender Focal Point	♀	gm	M	Oslo	14 Sep
<i>Villumstad, Stein</i>	Adviser, World Conference of Religions for Peace	♂	gm	O	New York	16 Sep
<i>Virrey-Raguin, Marilyn</i>	UNHCR, Iraq Desk	♀	ssg	U	Geneva	26 Sep
<i>von Krogh, Marianne</i>	Innovation Norway, NOREPS Coordinator	♀	dd	M	Oslo	21 Jun
<i>Vonheim, Ann-Lena</i>	Uniteam	♀	ti	n	Oslo	10 Oct
<i>Waraas, Pål E</i>	NRC, Head of Emergency Preparedness	♂	ti	N	Oslo	19 Sep
<i>Webster, Ben</i>	Tearfund, Technical Unit Coordinator	♂	ssi	U	Juba	08 Sep
<i>Wielechowski, Aimee</i>	OCHA, Humanitarian Reform Support Unit	♀	ssg	U	Geneva	26 Sep
<i>Willson, Nick</i>	Unicef, Senior WES advisor, New York	♂	bd	U	Geneva	27 Sep
<i>Winston, Stacy</i>	IFRC Pakistan, Communication Consultant	♀	gm	U	Islamabad	28 Sep
<i>Wright, Madeline</i>	Save the Children UK in Pakistan, Country Director	♀	ssi	U	Islamabad	02 Oct
<i>Yamaguchi, Yasuyo</i>	UNICEF Donor Relations Officer, Nordic Cluster Programme Funding Office	♀	ssg	U	New York	19 Sep
<i>Young, Nick</i>	Inter-Agency Real Time Evaluation Team, Team Leader	♂	gm	O	Islamabad	28 Sep
<i>Young, Ros</i>	OCHA Office, Chief of Office	♀	ssg	U	Islamabad	29 Sep
<i>Zai, Thowai</i>	Unicef Pakistan, WES Deputy Head	♂	ssg	U	Islamabad	01 Oct
<i>Zwack, Michael J</i>	UNHCR Pakistan, Deputy Representative	♂	ssg	U	Islamabad	03 Oct

Appendix 6: Semi-structured question list

Policy Level questions

- How would you describe NOREPS in one or two sentences?
- What are the main changes in the policy environment (Norwegian and international) for NOREPS during the past 5 years?
- What changes have you seen in how NOREPS operates?
- Who has the biggest say in NOREPS? Why?
- What is the procedure for deciding on applications for NOREPS funding? What is the difference between applications for goods-in-kind and for funding?
- Does opting to take NOREPS products rather than cash lead to any difference in how applications are processed?
- What impact has the untying of Norwegian aid had? Examples.
- What is your policy towards NOREPS? Where do you want to see it going in the future?
- Is there any coordination between NOREPS and other emergency response systems?
- How are NOREPS products selected? What role do you play in the selection process?
- How does NOREPS compare with other emergency response systems? Main strengths and weaknesses of NOREPS versus main competitors?
- What are the membership criteria for commercial suppliers? For NGO members?
- UN agencies can now get funding relatively quickly through CERF. Has this had any impact on Norwegian funding or on CERF? What impact has the establishment of the HRD network had on NOREPS? What impact have other area of humanitarian reform had?
- How well does NOREPS fit in with overall Norwegian aid policy?
- What are the main potential issues?
- Is there any conflict between Norwegian policy that promotes the development of capacity in affected countries and NOREPS which promotes capacity in Norway?
- Do you carry out any “system audits” of NOREPS partners to meet sure that they meet Norwegian ethical standards?
- Have you received or become aware of any allegations of corruption in NOREPS supplies? Did you investigate them? Why? What was the result?
- Do you ever get NOREPS requests justified on the basis of gender concerns?
- How and at what level is the MFA’s Gender Policy reflected in the NOREPS system? How could NOREPS’ actors and its partners improve operations and deliveries to better comply with the Gender Policy?

Partner Level questions

Obviously the questions will vary depending on whether it is a commercial or an operational partner.

- What changes have you seen in the way in which NOREPS operates? Has it got faster or slower?
- Who has the biggest say in NOREPS? Why?
- How long does it take to get decisions on funding from the MFA?
- What is your definition of NOREPS supplies?
- How much of your turnover can be termed NOREPS supplies? Has the share grown/declined in recent years? Why?
- How important is MFA funding for your NOREPS supplies? Explain.
- Which are your company/organisation’s main competitors and how do you judge their merits versus your own company/organisation’s merits?
- Which do you prefer: orders invoiced to MFA or to agencies? Why?
- What impact has the untying of Norwegian aid had on you? Examples?
- How important is NOREPS to your marketing/operational strategy?
- Is there any coordination between NOREPS and other emergency response systems?

- How are NOREPS products selected? Do you have any products under consideration now? Have you had any products rejected? What are you doing to develop your products now? What are you planning for future products?
- Have you made any changes to your products in response to issues raised by customers?
- Have you made any changes to products in response to concerns raised by partners about cultural or gender issues?
- Do you apply gender sensitive tools? Do you request gender discriminated information throughout the project delivery? How could this be improved?
- Have you had any support for product development from NOREPS, from clients, or IN?
- How much stock do you have to hold to be a NOREPS member? Is this a reasonable level? How much does this cost you?
- Are you involved in any other emergency response systems? How do they compare?
- Are there other suppliers/NGOs that would like to be NOREPS members?
- Have you had many orders from agencies that you think were funded by CERF? Are your customers building up their own stockpiles (more or less than before)? What impact have changes in customer agency had on you?
- How do you view the MFA attitude towards NOREPS, and how NOREPS is handled/coordinated by MFA?
- Does NOREPS have any role in the promotion of local capacity and disaster risk reduction? If so what is that role? Do you contribute to this in any way? Give concrete examples of capacity building by NOREPS and its partners.
- Are you aware of any instances of corruption (real, accused, or perceived) that have limited the sale of NOREPS products? Enhanced sales?
- Do you have any specific measures to prevent corruption? (ethical guidelines, training, reporting mechanism, protection of whistle-blowers, limits on gifts, procurement rules, accounting and auditing).
- Has there been any training in the use of your products particularly targeted at other NOREPS member agencies or NORSTAFF? Have NORSTAFF had any input into the design of your products?

Client Level Questions

- Have you heard of NOREPS? What does the acronym stand for? Who are the members? What does it do?
- What sorts of applications for funding from MFA for NOREPS products do you regard as being most likely to be funded? Why?
- Why do you use NOREPS products or services? What advantages do they bring? How do they compare with other products in terms of appropriateness, quality, timeliness of delivery and price?
- Which is more useful for your: Funding from the Norwegian government to buy NOREPS products or NOREPS products-in-kind? Why?
- Does the availability of NOREPS products and services have any impact on coordination? How?
- Are there any ways in which NOREPS products and services could better meet your needs in an emergency?
- Has your agency had any impact on the design of NOREPS products and services? How?
- How important is it that NOREPS products are available in stockpiles? Does this speed up delivery? Does this have any impact on relief delivery?
- How does NOREPS compare with other emergency response systems?
- Have you purchased NOREPS items with CERF funds? Are you investing more in stockpiles now than you did 10 years ago? 5 years ago? Why? Have any other aspects of Humanitarian Reform affected your use of NOREPS products?
- Could NOREPS support the development of local capacity? How?
- Was there any linkage between your use of NOREPS products and NOREPS services such as NORSTAFF?
- Does your agency have a gender policy? Are there any linkages between this and NOREPS goods and services?
- Have you ever had any suggestions from NOREPS partners which could be construed as unethical behaviour? If affirmative, describe.
- How could NOREPS products and services be made more gender aware?

Affected Population level questions

These are focus group topics rather than questions as such.

- How quickly did you get (NOREPS) products and services after the disaster?
- When you got NOREPS products, would cash have been more useful then?
- How does what you received meet your needs? How does it compare with what other people got - Is it better or worse? Why? What alternative products would have met the same need and how would they compare?
- What gaps were there between what you needed and what you got? Did this change over time?
- Were the NOREPS products and services appropriate for this culture? Who benefited most from the NOREPS products, women or men? Why?
- Was the distribution of NOREPS products fair? Why/why not?

Appendix 7: Survey Questionnaire

Norad has asked Nordic Consulting Group and Channel Research to undertake an evaluation of the Norwegian Emergency Preparedness System (NOREPS). The purpose of the evaluation is to assess the contribution and value added of the Norwegian system for emergency preparedness (NOREPS) with the view to improving Norwegian support to international humanitarian relief.

As part of this evaluation we are sending this questionnaire to key individuals in emergency preparedness and response. We would like to thank you in advance for your cooperation.

1. In what year did you personally first begin working in emergency response operations?
2. What in your view are the current biggest gaps in emergency response? (NB: there will be overlap between categories. Please answer in bullet points, differentiating between the gaps where you think it is necessary.)
 - a) For rapid onset emergencies?.....
 - b) For complex political emergencies?
 - c) For chronic crises?
 - d) For forgotten emergencies?
 - e) For post crisis recovery?
3. Which of the following best describes your perception of NOREPS prior to getting this questionnaire?
 - This is the first time I have heard of NOREPS
 - It is the Norwegian equivalent of the Swedish SRSA
 - It is part of the effort of Norwegian suppliers of relief goods that are supported by the Norwegian Government
 - It is a partnership between the Norwegian government, NGOs, Red Cross, and commercial suppliers
 - It is the mechanism through which NORWAY provides Goods-in-kind in emergencies
 - It is a catalogue of approved Norwegian relief products that UN agencies can request from the Norwegian government
 - I have heard the name mentioned, but I don't know what NOREPS does
4. In What year did you first hear of NOREPS?
5. As far as you know, has your agency every used CERF funding to buy Norwegian goods? Yes No
If yes, when, where and which products?
6. As far as you know, has your agency every used CERF funding to deploy Norwegian goods? Yes No
If yes, when, where and which profiles?
7. How would you describe Norwegian relief goods (tick all that apply)?

<input type="checkbox"/> Good quality	<input type="checkbox"/> Low tech	<input type="checkbox"/> Expensive
<input type="checkbox"/> Shoddy	<input type="checkbox"/> Fast delivery	<input type="checkbox"/> Inappropriate
<input type="checkbox"/> Well designed for the relief context	<input type="checkbox"/> Slow delivery	<input type="checkbox"/> Poorly designed for the relief context
<input type="checkbox"/> Well specified	<input type="checkbox"/> Long lasting	<input type="checkbox"/> Overly specified
<input type="checkbox"/> Value-for-money	<input type="checkbox"/> Hi tech	<input type="checkbox"/> Good value for money
8. How would you describe Norwegian personnel seconded to your organisation (tick all that apply)?

<input type="checkbox"/> Dedicated	<input type="checkbox"/> Male	<input type="checkbox"/> Highly specialized
<input type="checkbox"/> Generalists	<input type="checkbox"/> Gender aware	<input type="checkbox"/> Fast deployment
<input type="checkbox"/> Punctual and diplomatic	<input type="checkbox"/> Hard working	<input type="checkbox"/> Overly frank

- | | | |
|---|---|---|
| <input type="checkbox"/> Well integrated into the operation | <input type="checkbox"/> Female | <input type="checkbox"/> Like to stand out as Norwegian |
| <input type="checkbox"/> Inexperienced | <input type="checkbox"/> Well briefed | <input type="checkbox"/> Last resource to fill gaps |
| <input type="checkbox"/> Better than internal deployments | <input type="checkbox"/> Make a problem of anything | <input type="checkbox"/> Too short term |
| <input type="checkbox"/> Possible future staff members | <input type="checkbox"/> Culturally sensitive | <input type="checkbox"/> White |

9. Are there times when goods-in-kind are better than cash for your organisation?

- Never Rarely Sometimes Often Always

If goods are sometimes better, when is this?

10. What aspect of Norwegian assistance given Norway the most visibility in humanitarian response :

- | | | | | |
|---|--|--|---|---|
| With the affected population | <input type="checkbox"/> Norwegian staff | <input type="checkbox"/> Norwegian Goods | <input type="checkbox"/> Norwegian NGOs | <input type="checkbox"/> Norwegian Foreign Policy |
| With the Government of the affected country | <input type="checkbox"/> Norwegian staff | <input type="checkbox"/> Norwegian Goods | <input type="checkbox"/> Norwegian NGOs | <input type="checkbox"/> Norwegian Foreign Policy |
| With the international community generally | <input type="checkbox"/> Norwegian staff | <input type="checkbox"/> Norwegian Goods | <input type="checkbox"/> Norwegian NGOs | <input type="checkbox"/> Norwegian Foreign Policy |

11. For what numbers of people does your agency hold stockpiles of relief items?

Nationally: **Regionally:** **Globally:**

12. What is your assessment of importance of stockpiles of relief goods and equipment?

- Not really relevant as the local market can supply all our needs Useful for emergencies Critical for rapid emergency response

13. How often has your organization drawn goods from regional or global stockpiles in the last few years?

- Never Rarely Sometimes Often Always

Thanks for taking the time to fill this questionnaire.

Agency and location:

Your name and position (optional):

Your email address (to get a copy of the final report):

Kindly email/fax/or send this completed form before the end of October to the address given.

Appendix 8: Bibliography

In addition to the ministry files and internal documents, the following documents were consulted for this report.

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