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Mapping and Analysis of Humanitarian Assistance and Support in Fragile States

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Preface

The Evaluation Department is planning to conduct evaluations in the field of humanitarian assistance and fragile states over the next few years. This mapping will serve as a background document for these evaluations.

The report provides a mapping of Norwegian policy objectives and priorities for humanitarian and long term engagement in fragile contexts; an overview of the volume of Norwegian humanitarian assistance in the period 2008-2017 and an overview of Norwegian, and global, official development assistance flows to South Sudan, Somalia and Palestine.

Policy mapping is not an exact science and will be an interpretation of the material to a certain extent. In this mapping process, differences in interpretation of Norwegian humanitarian policy objectives and priorities between the consultant team and important stakeholders have been discussed. This is reflected in the report through footnotes to alert the reader.

Oslo, November 2018

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Acknowledgements

This report is commissioned by the Norad Evaluation Department. The objective is to map Norwegian policies and priorities for humanitarian assistance in fragile states, and map the volume and character of this assistance, as well as overall aid to three selected countries. The report is based on analysis of relevant policy documents and a detailed analysis of the Norad and OECD project databases. We thank Norad and the CMI quality assurance team of Astri Suhrke, Espen Villanger and Ottar Mæstad for useful discussions and comments. We are, however, solely responsible for the content, including conclusions and any remaining errors.

Are John Knudsen and Magnus Hatlebakk

CMI, Bergen, October 2018

Executive summary

The purpose of the report is to provide an overview of Norwegian humanitarian assistance and support in fragile states, to serve as a basis for planned country- and thematic evaluations. The methodology has two elements. First, main policies and priorities for humanitarian assistance in fragile states are identified through a careful reading of the core documents, including the 2008 and 2018 humanitarian strategies. Second, global Norwegian humanitarian assistance is mapped together with a more detailed analysis of aid streams to three selected countries, Palestine, Somalia and South-Sudan. For each country Norwegian and global aid are both mapped with a focus on the allocations between humanitarian aid and other sectors, as well as the channels of support. The findings reflect that the sectoral distribution of aid, and the channels of support are relatively broad categories, which implies that core policy changes are not always reflected in the data. This is a main limitation, which, in turn, opens up for thematic evaluations in the future of core topics, such as the coordination of humanitarian and long-term assistance and the localisation agenda.

A core finding is that there is considerable continuity in the main goals and priorities of Norwegian development assistance. Protection of and assistance to civilians and vulnerable groups based on humanitarian principles has been the basis for Norwegian humanitarian assistance, with a rights-based approach strengthening during the period. International commitments to coordinated efforts have also been strengthened, in particular as expressed in the Grand Bargain. The *Grand Bargain* also implied a stronger emphasis on the role of local actors in humanitarian assistance, as well as innovative ways of coordinating and delivering assistance. There is also a new emphasis on the coordination of humanitarian and long-term efforts, exemplified by increased focus on education and job creation¹ as part of the humanitarian response. And there is a stated willingness to enter a crisis situation early, also with long-term efforts, and thus taking the risk

of having to withdraw before lasting results can be expected. As part of an integrated approach, the protracted nature of the displacement crises has highlighted the need for a more comprehensive strategy for refugee response.

The mapping of aid streams shows a doubling of Norwegian humanitarian assistance from 2008 to 2017, with an increase in the share of humanitarian aid from 12% to 16.7% of total Norwegian aid. The increase is, to a large extent, explained by the war in Syria. For the three countries studied, there has been an increase in Norwegian humanitarian aid over time to South Sudan, with a peak in 2014, and again an increase from 2016. For Somalia there has been a similar development with a peak in 2011, and a recent increase in 2017. This reflects that humanitarian assistance is needs based and peaks during humanitarian crises. For Palestine, there has been a recent decline in humanitarian aid, along with a general decline in Norwegian aid to Palestine from 2015 onwards. This may be a response to recent political developments in Palestine.

In general, the support to Palestine is different from the two other countries as a large share of Norwegian aid is allocated as general budget support, primarily allocated via the multilateral system. This may reflect that Palestine is in a phase where Norway supports state-building and long-term development, rather than emergency assistance. It is found, however, that Somalia and South-Sudan have large budget shares for sectors other than humanitarian assistance. Compared to other donors, Norway prioritizes peacebuilding, education and government/civil society. This suggests that Norway is more willing than others to take the risk of working on long-term issues in fragile states.

Norway allocates most of their aid, including humanitarian aid, through multilateral organizations and Norwegian NGOs. The share of Norwegian aid allocated through local NGOs in the three countries studied is close to zero, with the 4% going via

¹ The Section for humanitarian affairs in the Norwegian Ministry of Foreign Affairs would like to clarify that Norway's new humanitarian strategy refers to the importance of job creation more as an example of humanitarian-development cooperation with the use of

innovative financing mechanisms established by the World Bank (eg, Global Concessional Financing Facility) to support middle income countries that have received large number of refugees, rather than as a new focus area of humanitarian response.

local NGOs in Palestine as the only exception. No humanitarian aid is allocated to local NGOs as direct agreement or implementing partners. This is not necessarily in conflict with the localisation agenda of increased involvement of local partners, but it highlights that measurement of local involvement is not straightforward as both multilateral organizations and Norwegian NGOs are already working with local partners, although this does not show up in the aid statistics.

Beyond humanitarian assistance, there are some noticeable trends in the sectoral allocation of Norwegian aid to the three countries. For Palestine, there has been a decline in the general budget support to the

Palestinian Authorities from 47% of the Norwegian aid budget in 2014 to 40% in 2017. Allocations for other sectors have been fairly constant over time. For South Sudan, the increase in humanitarian assistance has to some extent been offset by a decline in the support for governance and civil society from 28% in 2012 to 16% in 2017, while the support for education increased from 7% to 15%. For Somalia, there is a new allocation to the multi-donor fund for reconstruction of the country from 2015 onwards, and there is a peak in the allocations to governance and the civil society in 2013 and 2014, otherwise the sectorial allocations have been relatively stable over the period.

Acronyms

AfDF	African Development Fund
AFB	African Development Bank
AHCL	Ad Hoc Liaison Committee
AU	African Union
CAP	Consolidated Appeal Process
CERF	Central Emergency Response Fund
CHF	Common Humanitarian Fund
CRS	Creditor Reporting System
DAC	Development Assistance Committee
DRR	Disaster Risk Reduction
ECW	Education Cannot Wait
ELRP	Emergency Livelihood Response Programme
EU	European Union
FAO	Food and Agriculture Organization
FGM	Female Genital Mutilation
GPA	Global Partnership Agreement
GRM	Gaza Reconstruction Mechanism
HRF	Human Relief Foundation
IDA	International Development Association (World Bank)
IGAD	Intergovernmental Authority on Development
LGBT	Lesbian, Gay, Bisexual and Transgender
MDGs	Millennium Development Goals
NCA	Norwegian Church Aid
NGO	Non-Governmental Organization
NOK	Norwegian Kroner
NORAD	Norwegian Agency for Development Cooperation
NORCAP	Norwegian Refugee Council's expert deployment Capacity
NORFUND	Norwegian Investment Fund for Developing Countries
NORWAC	Norwegian Aid Committee
NPA	Norwegian People's Aid
NRC	Norwegian Refugee Council
OCHA	Office for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation and Development
OfD	Oil for Development
PA	Palestinian Authority
PSGs	Peacebuilding and State-building Goals
SDGs	Sustainable Development Goals
SGBV	Sexual and Gender Based Violence
SHF	Somalia Humanitarian Fund
SSR	Security Sector Reform
UAE	United Arab Emirates
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNHCR	Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNRWA	United Nations Relief and Works Agency for Palestine Refugees
USD	United States dollar
WB	World Bank
WFP	World Food Program
WHO	World Health Organization

1. Background

Norway spends substantial amounts annually on assistance to humanitarian crises and on long-term efforts in fragile states. In preparation for a series of future evaluations in the field of humanitarian assistance and fragile states, this report will map and provide a descriptive analysis of Norwegian and global support in these settings. This report will provide one source of information to Norad's evaluation department for their planned country and thematic evaluations.

The report provides an overview of policies and priorities, as well as the volume and character of aid. In addition to a general overview of Norwegian humanitarian assistance, three designated fragile states (Somalia, South Sudan and Palestine) were selected as case studies. The three selected countries receive aid from Norway as well as other OECD/DAC countries. The precise objectives of the study are described below.

2. Objectives

The objectives, as in the Terms of Reference (ToR), are:

- 1) Map Norway's policies and priorities for humanitarian assistance and interventions in fragile states
- 2) Map and analyse the volume and character of:
 - a. Norway's humanitarian assistance (global) 2008–17
 - b. Norway's ODA for South Sudan, Somalia and Palestine 2008–17
 - c. Global ODA for South Sudan, Somalia and Palestine 2008–17
- 3) Compare the analysis from 2) against the mapping in 1) on total support, but with focus on South Sudan, Somalia and Palestine to identify trends regarding specific themes.

Norwegian and global aid in 2b and 2c will be presented in a unified manner for each of the three selected countries. The presentation under Objective 2 will then consist of a general discussion of global trends in Norwegian humanitarian aid, and a specific discussion of humanitarian and other aid to Somalia, Palestine and South Sudan.

3. Methodology

Under Objective 1, the report maps Norwegian policies for humanitarian assistance and other aid interventions in fragile states through a systematic reading of policy documents, as described below. Under Objective 2, the team will map aid flows as reported in the Norwegian and OECD/DAC databases. While under Objective 3 the team will analyse whether the aid allocation in part two complies with stated policies as mapped in part one, and will identify particular trends in the three selected countries.

3.1 Methodology for the mapping of policies

Key policy documents and strategies were used to compare and analyse significant changes in policy goals and priorities over the period studied (2008–18) (Table 1.1). The overarching objectives of Norway's ODA policies and programs are found in budget proposals and reports (White papers) to the Parliament. Additional policy goals and priorities are found in strategic action plans and frameworks.

The core documents were read to identify the stated main goals and priorities and other core areas of humanitarian assistance. In some instances, the priorities were not easily identified, but were found through detailed reading of various policy documents and searching for core phrases. The documents were also searched for references to core international agreed principles for the delivery of humanitarian aid in fragile states, such as the New Deal and the Grand Bargain.

Table 1.1. Policy review: Overview of the main documents, 2008–18

Document type	Year/s
Budget proposals	
Budget proposals to the Parliament	2008–18
Reports to the Parliament (White Papers)	
Report No. 9 Norwegian Policy on the Prevention of Humanitarian Crises	2007–08
Report No. 11 On Equal Terms: Women’s Rights and Gender Equality in International Development Policy	2007–08
Report No. 13 Climate, Conflict and Capital – Norwegian Development Policy Adapting to Change	2008–09
Report No. 15 Interests, Responsibilities and Opportunities – The Main Features of Norwegian Foreign Policy	2008–09
Report No. 40 Norwegian Humanitarian Policy	2008–09
Report No. 25 Education for Development	2013–14
Report No. 10. Human Rights in Norway’s Foreign Policy and Development Cooperation	2014–15
Report No. 37: Global Security Challenges in Norway’s Foreign Policy (*)	2014–15
Report No. 35: Working Together: Private Sector Development in Norwegian Development Cooperation	2014–15
Report No. 36: Setting the Course for Norwegian Foreign and Security Policy	2016–17
Report No. 24: Common Responsibility for Common Future: The SDGs and Norwegian Foreign Policy	2016–17
Report No. 17: Partner Countries in Development Policy	2017–18
Strategic plans, frameworks and policies	
MFA – Action Plan: Women, Peace and Security, 2015–18	2015
MFA – Strategic Framework for Norway’s Engagement in Fragile States and Regions	2017
MFA – Strategy for Norway’s Humanitarian Policy	2018
MFA – Digital Strategy for Development Policy	2018
Embassy Annual Plans (EAPs)	
EAPs Palestine, Somalia and South Sudan (*)	2008–17
(*) Details in Appendix 1.	

3.2 Methodology for mapping of aid flows

3.2.1 Data

Two data sources have been used:

- I. Norad-statistics 2008-2017
- II. OECD-DAC Creditor-Reporting-System (CSR) 2008-2016

All analysis below refers to the period 2008-2016/17. Note, however, that, as of June 2018, the OECD database did not yet include the 2017 data on global aid flows. The two databases contain the same project level information as Norad transfers data to the OECD-DAC database, but with more detail in the Norad database. The Norad-statistics use current NOK and USD, while the OECD-DAC-CSR statistics use current and constant USD. Current USD will thus be used throughout the report as the common measure for comparison of Norwegian and global aid flows.

For comparisons of Norwegian and global aid flows under objective 2b we report humanitarian aid as defined by DAC-700 sector codes², while total aid under objective 2b and 2c includes all DAC codes. When we report Norwegian humanitarian aid alone under objective 2a and 2b we add allocations over the Norwegian government budget chapter 163.70/71 (humanitarian assistance) that has non-700 DAC codes. We do not report the sub-codes, only the main (in terms of humanitarian aid flows) DAC and budget codes, as shown in Table 1.2 (which also provides a pre-view of the main findings of Table 2.1, to be presented in more detail below).

² The detailed description of DAC-codes can be downloaded from: www.oecd.org/dac/stats/dacandcrscodelists.htm.

Table 1.2. Main DAC and budget codes (million USD)

DAC-codes*:	720	730	740	151	152	910	Other	Sum
Budget lines:								
150 - Africa	112.0	3.8	7.1	0.0	0.0	0.0	0.0	123.0
151 - Asia	16.3	7.9	20.3	0.0	0.0	0.0	0.0	44.5
152 - Middle-East	15.2	20.4	0.1	0.0	0.0	0.0	0.0	35.7
160 - Civil society/democracy	11.9	1.9	11.9	0.0	0.0	0.0	0.0	25.7
162 - Transitional	29.4	86.2	1.1	0.0	0.0	0.0	0.0	116.8
163 - Emergency	3049.8	64.6	210.5	149.8	428.1	725.2	432.2	5060.2
164 - Peace/reconciliation	24.0	26.9	2.4	0.0	0.0	0.0	0.0	53.3
170 - UN	43.3	5.3	4.1	0.0	0.0	0.0	0.0	52.8
171 - Multilateral finance	0.6	27.0	7.0	0.0	0.0	0.0	0.0	34.6
Other chapters	18.6	0.3	35.2	0.0	0.0	0.0	0.0	53.9
Sum	3321.1	244.3	299.7	149.8	428.1	725.2	432.2	5600.3

* DAC-codes: 720-Emergency response. 730-Reconstruction relief and rehabilitation. 740-Disaster prevention and preparedness. 151-Government and civil society. 152-Conflict, peace and security. 910-Administration/multilateral.

The Norwegian aid budget deviates from the sector codes used in the DAC system in two ways: first, humanitarian aid, as defined by DAC-700 codes, is allocated over a number of budget chapters, including regional allocations, thematic allocations, and allocations via the multilateral system, but with the largest sums going over the budget for emergency aid (chp 163). Second, the budget for emergency aid is not only coded as humanitarian aid (DAC-700), some of the allocations are for other sectors in the DAC system, including for administrative costs for multilateral donors (DAC-910). The shaded areas show the aid flows that are defined as humanitarian aid. We note in particular the USD 3049.8 million (54% of the humanitarian aid flow) allocated over budget chapter 163 (emergency assistance) to DAC sector 720 (emergency assistance). The second largest flow is the USD 725.2 million (14%) over budget chapter 163 to DAC sector 910 (administration/multilateral organizations).

Note in particular that aid over budget chapters 170 and 171 that is allocated to DAC-910 (which is also named as core-support) is not included as humanitarian aid in the core tables (as in Table 1.2), but will be calculated separately as imputed humanitarian aid via the multilaterals. Since some of the DAC-910 support (beyond the USD 725.2 million already registered as humanitarian aid) is used to administer humanitarian aid from the multilaterals (projects that in turn are coded with DAC-700 in the OECD statistics for these organizations), one may argue that Norway contributes to these projects and the Norwegian share should be added to the humanitarian support from Norway. This imputed humanitarian aid via the multilaterals is discussed below under constraints and limitations.

3.2.2 Constraints and limitations

3.2.2.1 Data issues

The use of currencies (USD vs NOK)

As mentioned, current USD is the common denominator for the NORAD and OECD databases, which thus needs to be used in the report. This has implications for how the reader should read the data. USD amounts measure the amount of aid received by the recipient country because most recipient country currencies are more closely tied to USD than NOK. Change in aid flows over time, as shown by the USD amounts in Figure 3 of this report, will thus show the amount of humanitarian aid available for the recipients, while the NOK amounts in the same figure show the change in the amounts disbursed over the Norwegian aid budget. The patterns of the two differ due to the fall in the value of Norwegian kroner in 2015. A fall in Norwegian aid in 2015, as measured in USD, can thus be explained by a weaker Norwegian kroner rather than a change in Norwegian policies for humanitarian assistance. Throughout the report we will keep this in mind when we discuss changes in aid flows over time.

Discrepancies between the databases

During the inception phase, we identified a few discrepancies between the Norad and OECD-DAC databases. The most serious was a 9% higher aid flow in 2014 to Somalia in the OECD database than in the Norad database. The OECD data comes directly from the Norad database, and most (nearly all)

projects are recoded with exactly the same USD value down to the last digit, and the mentioned discrepancy was thus a concern. We found, however, that it was explained by a single project (the 5.5 million NOK, SOM-13/0042, Abyrint monitoring project).

3.2.2.2 The imputed share of Norwegian humanitarian aid via the multilaterals

Parts of Norwegian humanitarian assistance (DAC-700) are channelled via multilateral organizations. This is already included in all aid statistics reported below. In addition, Norway allocates aid to the multilaterals over budget chapters 170 (UN organizations) and 171 (multilateral financial institutions). Some of this aid is already coded as humanitarian aid (DAC-700), while other parts cover other sectors, such as education (DAC-110). A large part goes to administrative, or core, support (DAC-910).

To calculate the imputed humanitarian share of this aid stream, we multiplied the aggregate DAC-910 aid from Norway over budget chapters 170 and 171 to a multilateral organization with the share of that organization's aid coded as humanitarian aid (DAC-700). Then we sum this amount over all organizations. The details of the calculations are provided in Appendix 2.

3.2.2.3 Non-DAC donors

The OECD-DAC-CSR database also contains aid from some non-DAC donors. The data includes, for Somalia and Palestine, substantial amounts from UAE, Kuwait and Turkey, as well as the Islamic Development Bank for the case of Palestine. The aid flows from other non-DAC donors are missing, such as Qatar, and more importantly China.

3.2.2.4 Missing data for Chinese aid to the three selected countries

If the purpose of this report was to discuss additionality, then it would be useful to know the aid flows from other major donors, in particular China. There is aid data available from China,³ but it is not always easily comparable to Norwegian aid, as many projects are coded as commitments and not disbursements, and many more projects are loans, not grants. China is active in the three selected countries, with the largest project being a loan-commitment to South Sudan's Ministry of Commerce of USD 200 million. Within humanitarian aid, the largest project was a USD 16 million grant to the WFP in Somalia in 2011. This was followed up later with a grant to UNICEF in Somalia of USD 2 million in 2017.⁴ As a comparison, in 2011 Norway granted USD 57 million in humanitarian aid to Somalia, while the global DAC humanitarian aid that year was USD 720 million. Thus, even in years when China provided substantial amounts, it still appears to provide only a minor share of the humanitarian aid to the selected countries.

4 Findings

4.1 Objective 1: Support to humanitarian assistance in fragile states 2008-2017

This section provides an overview of Norwegian policies and strategies for humanitarian assistance in fragile states, and discusses changes over the period 2008-2017. As a background for the discussion of humanitarian policies in fragile states, the section starts with a general discussion of Norwegian priorities for assistance to fragile states.

³ We refer here to AIDDATA from a research lab at William and Mary: <http://aiddata.org/data/chinese-global-official-finance-dataset>.

⁴ <https://reliefweb.int/report/somalia/china-contributes-us2-million-toward-unicef-s-humanitarian-response-somalia-ens0>

4.1.1 General goals and priorities for assistance in fragile states

4.1.1.1 Main goals

Norwegian goals regarding fragile states at the start of the study period were stated in the white paper *Climate, conflict and capital: Norwegian development policy adapting to change* (Report 13, 2008–09), with reference to the new OECD-DAC principles for fragile states from 2007.⁵ The white paper states (Chapter 5.2, p. 66) that the government will:

- Contribute to the development of a comprehensive and coordinated donor policy towards fragile states that focuses on state-building in line with agreed international principles.
- Help to ensure a more long-term perspective in international cooperation with fragile states.
- Maintain flexibility in our development policy, so that we are able to provide rapid, long-term assistance in connection with peacekeeping and peacebuilding.
- Strengthen the UN’s ability to coordinate active peace efforts through measures that encompass several objectives – security, humanitarian issues and peacebuilding.
- Follow up UN Security Council resolution 1325 and ensure that gender and equality perspectives are included in conflict resolution and peacebuilding.
- Strengthen the World Bank’s capacity to manage multi-donor funds with a view to achieving a more long-term approach to reconstruction and state-building.

The white paper states that Norway will “support state-building, democratisation, and the development of civil society and the private sector in weak, fragile states” (Chapter 5.5, p. 74) in order to promote peace. The white paper specifically states that allocations to fragile states should increase over time: “A closer focus on fragile states will mean that additional support is channelled to these countries” (Chapter 1.5).

Overall, the attention and priority given to, support to fragile states has increased over the period. The term “fragile states” figures more frequently in policies and strategies towards the end of the period (Figure 1). Fragile states became a separate category among Norway’s priority countries for development aid, with the formation of twelve “focus countries”, starting with the 2015 budget proposal, six of which were classified as fragile states (Proposal 2014–15).⁶ The selection of countries to be supported, are also discussed in the recent white paper *Partner Countries in Development Policy* (Report 17, 2017–18).

Over time, focus has also shifted from fragile states to the broader notion of fragile situations. Fragile states have traditionally been defined as countries in conflict or without a functioning state apparatus, while fragile situations refer to cases of vulnerability to a broader set of risks, without the capacity at state or local level to handle these risks (OECD, States of Fragility 2015).

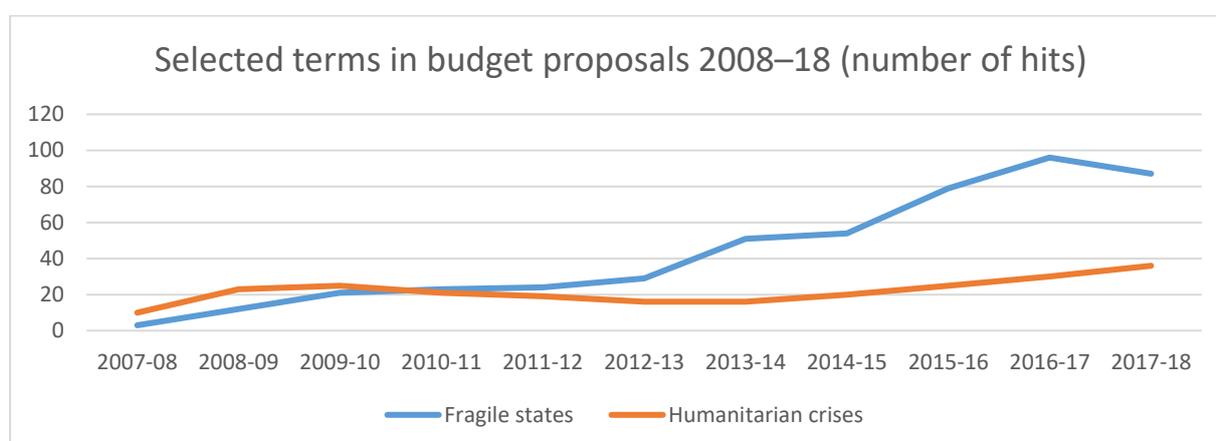


Figure 1. Selected terms as used in budget proposals, 2008–18

⁵ <https://www.oecd.org/dac/conflict-fragility-resilience/docs/38368714.pdf>

⁶ These were Afghanistan, Haiti and Mali, as well as the three countries covered by the present report, Palestine, Somalia and South Sudan.

Norway's goal of increasing support to fragile states and regions was recently re-confirmed in the white paper *Setting the course for Norwegian foreign and security policy* (Report 36, 2016–17) followed by a new *Strategic framework for Norway's support to fragile states and regions* (MFA 2017), with clearly formulated objectives for Norway's support to fragile states:

- Contribute to conflict prevention and resolution
- Contribute to security and political stabilisation
- Strengthen resilience and prepare for an inclusive economic, social and political development and improved livelihoods for the population

State-building no longer figures prominently. The document states that state-building is a long-term process, and that state-building cannot only focus on institutions. It concludes that “we also need to focus on the political and societal causes of violent conflict”. This may imply less ambitious goals regarding state-building in fragile states. Instead, it is a goal that stabilization shall lead to long-term development and peacebuilding (p. 8).

4.1.1.2 Core priorities

As with the main policy objectives, the specific priorities for support to fragile states are mentioned in different places in the early period policy documents. It is only recently that the specific priorities have been more systematically presented (*Strategic Framework for Norwegian Engagement in Fragile States*, MFA 2017). One reason that this did not happen before, may be that it has been an explicit priority to maintain flexibility in the engagement with fragile states, especially in peacebuilding and peacekeeping efforts (Report 13, 2008–09, p. 66).

A few key priorities nevertheless stand out over time. Primary education is one of them, as stated already in the 2007 whitepaper on the prevention of humanitarian crisis (Report 9, 2007–09, p. 24). The priority in this area was reiterated and reinforced in 2014 with Norway's decision to take a lead internationally in promoting education for all. Education in fragile and conflict-affected countries has been a cornerstone in Norway's engagement in education support (Report 25, 2013–14, p. 6). Education support is seen as an important element in bridging humanitarian and long-term development aid, in particular in fragile states (Proposal 2017–8, p. 50, 200, 213). Norway has played a key role in mobilizing donors around the *No Lost Generation* (2013) initiative and the *Safe Schools* (2015) and *Education Cannot Wait* (2016) platforms.

Another key priority in Norway's cooperation with fragile states has been to follow up on the UN Security Council resolution 1325 on *Women, Peace and Security* (2000) and ensure that gender and equality perspectives are included in conflict resolution and peacebuilding. This priority is stated in Report 13, 2008–09 and has been followed by more specific priorities, such as the priority to reduce gender-based violence in fragile states (Proposal, 2009–10, p. 33).

At the Busan conference in 2011, Norway committed to the aid engagement modalities laid out in the 2011 *New Deal for Engagement in Fragile States* (Proposal 2012–13, p. 40; 2014–15, p. 51, 52). The *New Deal* principles define a set of peacebuilding and state-building goals and seek to give fragile states a greater say in how the aid is allocated and monitored. Norway committed to increase the share of aid going through state channels and promote national ownership in line with the *New Deal* principles (Proposal 2013–14, p. 171, 333). The *New Deal* principles have proved difficult to implement in practice, and in the budget proposal for 2016, the government signalled the need to evaluate and revise the principles (Proposal 2015–16, p. 55).

Security issues have always been a key concern in fragile states. However, in a new development during the 2008–2017 period, security has not only been viewed as a local or regional issue, but a matter with global implications. Support for stabilization and peacebuilding in fragile states has therefore come to be seen as important for international and Norwegian security (Proposal 2015–16, p. 54). Closing the security gap between Europe and select fragile countries and regions (Middle East, North Africa and the Sahel) is a stated priority for Norway's foreign and security policies (Report 36, 2016–17, p. 36). Capacity-building in the security and defence sector in fragile states is now seen as a crucial part

of safeguarding the states' own security and avoid destabilizing entire regions and is prioritised (Report 37, 2014–15).

Reflecting the regional displacement crises (Africa, Middle East), a new migration agenda has also been added as a priority area to manage displacement in fragile sending and transit countries (Report 36, 2016–17, p. 37). As protection and support for refugees, IDPs and migrants are important issues for humanitarian policies, this issue will be further elaborated below.

Climate change has been an important priority in Norwegian development policy throughout the period. However, the link between climate change and fragile states did not figure prominently in policy documents at the beginning of the period. Towards the end of the period, climate change was presented as an issue of concern for the long-term development in fragile states (Report 36, 2016–17, p. 41), and there were calls for stability measures to reduce the impact of climate change and reduce fragility.

While support to private sector in fragile states was mentioned in the 2008–09 white paper on development policy, private sector support is now a more clearly stated priority in development aid to fragile states (Report 35, 2014–15, p. 6). Private sector development is promoted at three levels, including business development (partnerships, expertise), national level (loans, aid, infrastructure) and global level (trade and climate agreements). Business development is not a separate area for Norway's bilateral assistance to fragile states, but is supported through regional development banks (p. 87). In the energy sector, there is increased funding for NORFUND to support clean and renewable energy in vulnerable states such as South Sudan and Somalia (Proposal 2017–18, p. 212, 215).

4.1.2 Main goals and priorities for humanitarian assistance in fragile states 2008-2018

4.1.2.1 Main goals

Norwegian policies and priorities for humanitarian assistance were described in detail at the beginning of the period in the white paper *Norwegian Humanitarian Policy* (Report 40, 2008–09). The main goals were:

- Ensure that people in need receive the necessary protection and assistance
- Prevent, respond to and initiate the recovery of communities after humanitarian crises
- Finance humanitarian assistance based on the principles of humanity, impartiality and neutrality
- Equip the international community to meet future global humanitarian challenges

At the end of the period, the government presented a new strategy for humanitarian assistance, *Norway's Humanitarian Strategy: An Effective and Integrated Approach* (MFA 2018a). The main goals are now stated as:

- Ensure that people in need are given the necessary protection and assistance, in line with the humanitarian principles
- Promote an integrated and rights-based approach with a view to preventing humanitarian crises and reducing humanitarian needs
- Push for innovation and reform in the humanitarian sector
- Promote effective, flexible and predictable funding for humanitarian efforts

The goals of protection and assistance to people in need and prevention of humanitarian crisis are the same in the above two documents. The 2018 strategy says, however, that there will be an *increased* focus on protection of civilians, aid workers, and particularly vulnerable groups. Moreover, a rights-based approach to humanitarian assistance has developed and is now a core goal. The report *Human Rights in Norway's Foreign Policy and Development Cooperation* from 2014-2015 on the role of human rights in development policy strengthened the rights-based approach. The report stated that the government will strengthen efforts in support of vulnerable groups, and develop a rights-based approach for humanitarian assistance. (Report 10, 2014–15, p. 49).

The formulations regarding funding of humanitarian assistance have slightly changed over the period, with a new emphasis, linked to the *Grand Bargain*, on efficiency, flexibility, predictability and innovation (see more on this below). Innovation, in particular, is a new main goal and applies to funding mechanisms, delivery of assistance (such as in cash or electronic cards) as well as innovating ways of organizing humanitarian assistance.

At the start of the period it was a stated goal to initiate recovery after humanitarian crisis, which is not repeated among the 2018 main goals. However, this does not mean that recovery is no longer a priority in humanitarian assistance, but it is now linked more closely with building local resilience: the new strategy states that humanitarian assistance aims to get people back to normal lives as soon as possible, which could imply support to rebuilding schools, health clinics, water sources etc. (p. 28).

4.1.2.2 Core priorities

The 2008 white paper formulated a set of core priorities (chapters 5.1 to 5.7), which are presented in short form in an accompanying strategy document (*Norway's Humanitarian Policy*, MFA 2008):

- Strengthen and enlarge the global humanitarian system
- Promote respect for humanitarian principles
- Humanitarian disarmament
- Needs-based assistance
- Protection of refugees and internally displaced persons
- A more coherent development assistance
- Norway as a good donor (flexibility, predictability, the Norwegian model)

The priorities of the 2018 strategy are not as clearly set out, but the headlines are indicative: protection is a main priority, including the protection of different vulnerable groups as sub-priorities. This is combined with other priorities described in the protection sections and other parts of the strategy. In sum, the core priorities are:

- Rapid, effective and principled response in cooperation with partners
- Participation of the people affected in planning and implementation of humanitarian response
- Humanitarian diplomacy
- A comprehensive refugee response
- Protection of civilians, in particular vulnerable groups
- Coordinate humanitarian efforts with peace-building and long-term development (including health and education)
- Innovation, including in finance and delivery of aid
- Encourage the involvement of the private sector in dealing with humanitarian crises

Many of the priorities are the same in the two strategies, but with slightly different wording, which may reflect different underlying priorities. The humanitarian principles continue to be the basis for Norwegian humanitarian policies. Norway still puts considerable weight on the international humanitarian system, but with a new focus on efficiency, as discussed above. The refugee crises have led to what is now termed a comprehensive refugee response, and protection is emphasized for a larger number of vulnerable groups. The term coherent development assistance is replaced by integrated/coordinated approach to humanitarian assistance, long-term development and peace-building. Finally, three new priorities stand out in 2018; humanitarian diplomacy, involvement of the private sector and innovation.

The priorities formulated in the strategy papers will ideally influence budget allocations, and we list below the core priorities mentioned in budgets formulated at the time of the two strategy documents. We find many of the same priorities mentioned in the annual budget proposals. In the budget proposal for 2009 we find the cross-cutting issues of gender and climate added (Proposal 2008–09, p. 35-36):

- Early recovery
- Coordination of humanitarian aid and transitional assistance

- Strengthen the international system for humanitarian response
- Focus on crisis and conflict
- Humanitarian disarmament
- Coordinated preventive humanitarian assistance
- Gender perspective
- Climate

These priorities of the budget for 2009 can be compared to the priorities of a budget at the end of the period, e.g., the budget proposal for 2017 (Proposal, 2016–17, p. 53):

- Coordinating humanitarian and long-term assistance
- Grand bargain: Less earmarked assistance, support local actors, harmonized reporting, coordinating humanitarian and development actors
- Tolerate risk
- Focus on crisis and conflict
- Vulnerable groups
- Climate
- Refugees and vulnerable people along migration routes
- Education and job creation⁷

While early recovery was a priority in 2008, there is in 2017 a general formulation on coordination of humanitarian and long-term assistance. The priority of strengthening the international system is now replaced by a more specific formulation related to following up Norway’s commitments in the *Grand Bargain* (to be discussed in more detail below). Risk taking is a new bullet point, reflecting a stated willingness to accept the risk of not achieving the desired results (MFA 2018a, p. 28). The focus on crisis and conflict resolution is the same at both ends of the period. Humanitarian disarmament is no longer mentioned under the humanitarian budget chapter, but is mentioned elsewhere in the budget proposal (such as in connection with support to the UNDP). The focus on vulnerable groups has broadened from a gender perspective to include other vulnerable groups. New priorities are refugees and internally displaced (reflecting the displacement crises), as well as education and jobs⁸, which must be seen as part of the coordination of humanitarian and long-term assistance.

4.1.2.3 Summary of the change in goals and priorities over the period

There is considerable continuity in main goals and priorities for Norwegian humanitarian assistance. Protection of, and assistance to, civilians and vulnerable groups based on humanitarian principles has been the basis for Norwegian humanitarian assistance, but a rights-based approach has strengthened during the period. The international commitments to coordinated efforts have also developed during the period, as expressed in the *Grand Bargain*. This has led to a stronger emphasis on the role of local actors in humanitarian assistance, as well as innovative ways of coordinating and delivering assistance. Due to the larger number of protracted crises, an even stronger emphasis is put on the need for a more integrated approach to humanitarian and long-term efforts, exemplified by increased focus on education and job creation as part of the humanitarian response. There is also a stated willingness to enter a crisis situation early, and thus take the risk of having to withdraw before lasting results can be expected. The displacement crisis has led to a more comprehensive strategy for refugee response through an integrated approach to the issue. The rest of the chapter will go into more detail on selected priority areas, in line with suggestions in the ToR.

⁷ Please refer to footnote 1, regarding this interpretation of Norwegian humanitarian policy.

⁸ Job creation is followed up in the 2018 humanitarian strategy, where it says: “the government will involve local businesses and industry in dealing with humanitarian crisis”, and: “for example, during a protracted crisis, local businesses can stimulate local markets and create jobs” (MFA 2018a, p. 36).

4.1.3 Discussion of selected topics

4.1.3.1 Humanitarian versus long-term assistance

There is a clear need for effective coordination between humanitarian assistance and long-term development assistance⁹. Following the acute phase of any natural or man-made crisis, there is a need for recovery to assist people to quickly return to their normal lives. While initial recovery is seen as part of the humanitarian mandate, it is natural to think of the more long-term recovery measures as part of long-term development assistance. Moreover, in cases of conflict and fragility, there is often no linear progress from the acute phase to the recovery phase, and then back to normal. In conflict settings, the situation may move back and forth between a humanitarian situation and a more stable situation. Finally, due to the increasing number of protracted crises, there is an increasing need to plan for the long term already in the early phase of a crisis.

Nevertheless, it has always been a considerable challenge to achieve the desired level of coordination between humanitarian and development assistance. One reason is that humanitarian actors and development actors approach the task from very different angles. The focus of humanitarian actors is to save lives and alleviate suffering based on principles of neutrality and impartiality. This often implies that they operate separately from government structures. Development actors, on the other hand, aim to strengthen state functions and therefore naturally operate in close collaboration with government structures. In fragile states, the latter is often a risky endeavour, and development actors may therefore be reluctant to engage. Humanitarian actors may therefore find themselves providing services beyond the immediate humanitarian needs over extended periods of time.

Another challenge is that humanitarian and development assistance are funded from different budget chapters, and since it may not always be easy to tell whether an activity belongs to one or the other, one may end up in an unproductive tug of war. For example, while education in crises and conflict is commonly regarded as part of the humanitarian mandate, this could clearly also belong to development assistance. Similarly, programs to prevent gender-based violence (e.g., women empowerment programs) could well be classified as development assistance. With the recent humanitarian strategy being more ambitious on issues like job creation and private sector development, the number of such grey areas seems to increase.

These tensions and the sometimes difficult balance between humanitarian and long-term assistance are not new and were discussed in the 2008 humanitarian strategy (Report 40, 2008-09). The strategy says that in complex humanitarian crises there is a need to combine the two, and planning for long-term development must start as early as possible (p. 17). At the same time, the strategy states that humanitarian aid should be flexible, and not tied up to long-term commitments (p. 10), indicating that long-term development should mainly be funded over other budget posts. The strategy concludes that the national and international community has yet to find a good balance between humanitarian assistance and long-term assistance (p. 36). In sum, the government wanted to invest in a range of adaptation measures, from prevention, via preparedness and response to crisis, to recovery and long-term development (p. 37).

Regarding budget chapters, the 2008 strategy implied coordination of the humanitarian budget (chapter 163) with transitional assistance (chapter 162), peace and reconciliation (chapter 164), as well as allocations via the multilateral system (Report 40, 2008-09, p. 40). In particular, the government wanted to coordinate humanitarian assistance with transitional assistance (termed as GAP) and long-term prevention of humanitarian crisis (p. 44).

Turning to the 2018 humanitarian strategy, there is a separate section on the same issue of coordination of humanitarian efforts, long-term development and peacebuilding. Again, it is stated that it is important to improve coordination between humanitarian efforts, long-term development assistance and peacebuilding. The inclusion of peacebuilding is not a significant change as peacebuilding was also central to the 2008 strategy. The main finding is that coordination of humanitarian and long-term assistance has been a permanent concern, with the need for sustained development emphasised particularly in the 2018 strategy, as a pre-condition for peace as it addresses the root causes of armed conflict and fragility (p. 29). In doing so, there is a stated willingness in 2018 to take risk in long-term aid (p. 29), and thus accept that assistance in some cases may not be successful (see also the *Strategic Framework for Norway's Engagement in Fragile States and Regions*, MFA 2017). This may, for example,

⁹ This is discussed in particular in chapter five of the new humanitarian strategy (MFA 2018a, page 28 onwards).

involve early engagement in countries in conflict, and thus also potential withdrawal from the country before results of the engagement are achieved. An integrated approach is also a main element of the *Grand Bargain* that we will discuss in more detail below.

As part of long-term assistance in humanitarian situations, there is an increased focus on education and jobs, as discussed above. These priorities reflect the broader priorities within Norwegian development assistance. Norway is a major donor within primary education as detailed in the white paper *Education for Development* (Report 25, 2013–14), and this is followed up with support for education during humanitarian crises. The 2018 strategy specifically states that humanitarian aid shall be used for education purposes only to the point where responsibilities again can be transferred to local authorities (p. 31). We cannot find a similarly clear exit strategy in the 2008 document.

Job creation and private sector investments are similar general priorities for Norwegian development assistance (see the white paper *Working Together: Private Sector Development in Norwegian Development Cooperation*, Report 35, 2014–15). Within humanitarian aid, there has been an increasing focus on jobs for refugees (Proposal 2016–17, p. 53). The new humanitarian strategy also discusses the importance of spending humanitarian aid in a way that creates jobs locally (p. 36). This is new compared to the 2008 strategy.

4.1.3.2 Use of national and local organizations and the Grand Bargain

The *Grand Bargain* (2016) is an agreement between more than thirty of the biggest donors and providers of humanitarian aid to reduce the gap between humanitarian needs and available resources, with a focus on measures to enhance efficiency.

Increased use of local and national responders (the localization agenda) is one of ten commitments in the *Grand Bargain*. The others are: increase transparency, increase the use of cash-based assistance, reduce management costs, coordinate needs-assessments, increase engagement with and accountability to affected communities (participation), increase multi-year planning and funding, reduce earmarking of funds, harmonize and simplify reporting requirements, and strengthen the engagement between humanitarian and development actors.

In 2016, the government stated that Norway had already fulfilled several of the key points in the *Grand Bargain*, yet would step up efforts to make humanitarian efforts better and more efficient (Proposal 2016–17, p. 11, 34, 53). A number of the key issues in the *Grand Bargain* were taken on board in the 2018 humanitarian strategy.

The localization agenda involves putting national actors at the forefront of crisis response and build upon their capacities to strengthen resilience (Norad 2017c, p. 17, 7). The aim of making humanitarian efforts as local as possible has been a key feature of emergency response policies throughout the period (Reports 9, 2007–08, Report 40, 2008–09, Proposal 2017–18, p. 225). However, with the *Grand Bargain*, this became an international commitment with a target stating that by 2020, 25% of humanitarian assistance should be given as directly as possible to local providers (Proposal 2017–18, p. 225).

The localization agenda is clearly reflected in the 2018 humanitarian strategy, stating that humanitarian aid should be as local as possible (MFA, 2018, p. 35) and as international as necessary. The importance of localization is emphasised in several aspects of Norway's humanitarian aid, including service delivery, training, and competence building. Norway has announced that it will follow up the extent to which Norwegian and international organizations cooperate with their partners and the amount of funds that are reaching the local area (Proposal 2017–18, p. 225). The humanitarian strategy does however not explicitly state the international commitment of 25% aid to local providers as an objective for Norwegian humanitarian assistance, but rather underscores the need to build capacity at the local level over time in order for local providers to be able to play a more important role in humanitarian assistance.

There are several challenges in operationalizing the localization agenda, including the risk of supporting local actors that may be party to a conflict. Using local actors may therefore come into conflict with the humanitarian principles of impartiality and neutrality (MFA 2018a, p.6).

4.1.3.3 Innovation

Innovation in humanitarian assistance can be defined as “new products, types of collaboration or solutions that increase the efficiency and/or quality of humanitarian efforts” (MFA 2018a, p. 45). Over the past

decade, innovation has emerged as a key issue in humanitarian assistance, particularly in the context of long-term (protracted) crises. New solutions to making humanitarian aid more responsive, efficient and with better results have been sought in the field of innovative financing mechanisms (ibid). Yet, despite increased funding, the uptake of innovations has been low due to the risk averseness that is common to agencies and donors (Norad 2017c, p. 21, 22). Early policy documents mention the importance of innovation and the need for innovative financing mechanisms (Report 2007–08, p. 34–35). However, innovation did not become a priority for humanitarian efforts until some years later when innovation in education was highlighted in policy documents, including the introduction of mobile technologies, IT and e-learning (Proposal 2014–15; Report 25, 2014–15, p. 30).

In the *Grand Bargain* declaration, innovation is seen as an important tool to make humanitarian aid more efficient (Proposal 2016–17, p. 215). The new humanitarian strategy makes innovation a key priority and promotes innovation in all aspects of humanitarian aid: delivery (cash-based, e-learning), monitoring, financing, managing and reporting (MFA 2018a). Innovation is also included as part of Norway's fragile states policies. The framework for engagement in fragile states emphasizes the use of new mobile technologies together with innovation in financing; results-management, indicators and reporting (MFA 2017). Finally, innovation is part of Norway's digital strategy which emphasizes digitization as a tool to make aid more adaptive, efficient and cost-effective (MFA 2018b). Examples of digital innovations in humanitarian assistance include electronic cash-transfers, iris-scans and mobile applications (ibid. 10).¹⁰

4.1.3.4 Conflict sensitivity

Conflict sensitivity involves working in a way that reduces the risk of fuelling a conflict (the do no harm principle) and contributes to reducing the level of conflict. Methodologically, it involves the analysis of the conflict and its actors, understanding how aid interventions affect the context (and vice versa), and using this knowledge to shape humanitarian and long-term aid programs in a way that reduces the probability of negative impacts and contributes to positive change.¹¹

Conflict sensitivity is mentioned in early-period policy documents as part of efforts to make emergency responses as local as possible (Report 9, 2007–08, p. 24; Proposal 2009–10, p. 223) and re-emerges as an integral part of the partner country concept and fragile states policies (Report 17, 2017–18, p. 10). In the new strategic framework for aid to fragile states, conflict sensitivity is an operational principle that should guide all country and regional efforts in the fragile partner countries (MFA 2017, p. 23). The move towards greater willingness to take risks in long-term aid to fragile states, may have contributed to the strong emphasis on conflict sensitivity in this context.

4.1.3.5 Displacement response and management

Forced and involuntary displacement has been an important humanitarian issue from the start of the period discussed in this report, particularly in response to natural disasters and emergencies, urbanisation and impoverishment (Report 2007–08, p. 5, 7). Following regional displacement crises from the global south (Asia, Africa and the Middle East) towards Europe, strengthening assistance and protection responses are new priorities for Norway's humanitarian efforts. Norway adheres to international frameworks (*Comprehensive Refugee Response Framework*), global and country agreements (*Global Compact on Migration*) and initiatives (*No lost generation*). Norway has also increased its support for refugees, IDPs and vulnerable migrants through UN agencies (UNHCR, UNRWA), reflecting a similar move in several UN-organisations and the WB's *Global Fragility Forum* (Proposal 2017–18, p. 223, 339). Managing displacement is a challenging field, and involves balancing the refugees' need for protection (asylum) and assistance with international, regional (Schengen) and national systems for handling refugee flows and status determination.

¹⁰ Innovation is also key to Norway's new humanitarian program, <https://www.innovasjon Norge.no/globalassets/noreps/call-for-applications-pdf3.pdf>

¹¹ <https://www.norad.no/tema/demokrati-og-styresett/bistand-i-konflikt/konfliktsensitivitet/> (Accessed 8. September, 2018).

4.1.3.6 Vulnerable groups

Vulnerable groups are groups that face higher risks and hardships than others in crises or conflict situations include “religious and sexual minorities, children, the elderly and the disabled” (MFA, 2018, p. 18). Protection of vulnerable groups has been a main priority in Norwegian humanitarian assistance during the entire period (MFA, 2008 and 2018a), but there has been an increase in the groups that are included among the vulnerable. Children, the elderly, disabled and refugees are consistently characterized as vulnerable (MFA, 2008 and 2018a) and so are women, especially in relation to sexual violence. Two additional groups are included in the 2018 humanitarian strategy; religious and sexual minorities (p. 18), reflecting an increased focus on these groups over time.

The integration of gender perspectives and gender sensitivity in all Norwegian aid efforts is closely linked to the protection of and assistance to vulnerable groups. This includes support for the UN-resolution on women, peace and security (UNSCR 1325) (Proposal 2007–08, p. 31).¹² Gender-perspectives should be integrated in all humanitarian efforts involving Norway, with increased protection for vulnerable groups (Proposal 2009–10, p. 168). The scope of protection efforts increases over the period (FGM, SGBV, trafficking) and protection and assistance are extended to new groups (e.g., aid workers) and sexual minorities (LGBT) (Proposal 2010–11, p. 196, 43; 2013–15, p. 319; 2015–16, p. 209; 2016–17, p. 52). In the action plan on women, peace and security (MFA 2015) the main priority is to increase women’s participation in peace-processes and humanitarian assistance (Proposal 2016–17, p. 338). Towards the end of the period, Norway supported efforts to establish global guidelines on gender-based violence and gender markers (Proposal 2017–18, p. 182). The priority on vulnerable groups has been reinforced by the SDGs and the focus on *Leaving no one behind*.

4.1.3.7 Cross-cutting issues

There are four cross-cutting issues in Norwegian development policy: anti-corruption, human rights, women’s rights and gender equality, and climate and the environment (Proposal 2017–18, “10.2 Cross-cutting issues”, pp. 49–50). A white paper on human rights (Report 10, 2014-15) and two action plans on women’s rights, gender equality and women’s roles in peace and security processes (MFA, 2010 and 2015) further elaborate Norwegian priorities in these two areas. In addition to interventions directly targeting cross-cutting issues, these issues should be included in the planning and assessments of all Norwegian aid.

The strategic framework for support to fragile states, explicitly states that all cross-cutting issues should be included in country analyses, risk assessments and specific interventions (MFA 2017, p. 9). Human rights and governance, including anti-corruption, are key priorities in the strategy. Strengthening of women’s rights and gender equality are also presented as important areas of support, in particular the support to sexual and reproductive health and rights and the inclusion of women in peace and security processes.

Climate vulnerability is highlighted as one of the key dimensions of fragility, and climate adaption and climate-robust agriculture are mentioned as potential areas for Norwegian support. Climate change is also highlighted as a main driver for humanitarian crises in the recent humanitarian strategy (MFA 2018a), and climate change adaptation is presented as a key area of preventive support, an issue that Norway will lift higher on the international agenda. A “green humanitarian response” is also a goal. The strategy also states that women will receive particular protection, especially against sexual and gender-based violence. Further, women’s rights and participation should be included in all aspects of humanitarian response. Human rights are part of the normative foundation for Norway’s humanitarian policy, and a rights-based approach should be the basis for Norwegian humanitarian support. However, measures to promote human rights seem to be regarded as an issue beyond the humanitarian realm. Anti-corruption does not appear as a key issue in the humanitarian strategy.

A comparison with policies and strategies early in the decade 2008–17 shows that there has been little change in the priority devoted to these cross-cutting issues over time, with the notable exception of human

¹² From 2006, aid recipients financed over chapter post 163 (humanitarian aid), were required to report on the gender dimension and implementation of UNSCR 1325 (Report 2007–08, p. 142). An MFA action plan on implementing UNSCR 1325 (2000) was issued in 2006.

rights. Human rights seems to have become a more important foundation for humanitarian assistance as policies have moved from a needs-based to a rights-based approach (MFA 2008, 2018a).

4.2 Objective 2: Norwegian aid during 2008-2017

4.2.1 Objective 2a: Norwegian humanitarian assistance

4.2.1.1 Mapping of Norwegian humanitarian assistance 2008-2017 (DAC-700)

Throughout the report we report on Norwegian humanitarian aid as it is reported to the OECD-DAC system, that is, all aid projects coded at the DAC-700 level, as well as any additional aid over budget chapter 163 in the Norwegian government budget. Figure 3 shows that total Norwegian aid measured in USD has been relatively constant over the decade studied here, while there has been an increase in total aid measured in NOK. The discrepancy is explained by the weakening of NOK in 2015. There has been a gradual increase in humanitarian aid over the period, which can be seen from the lower curves in both parts of the figure. Humanitarian aid has more than doubled during the period from NOK 2.75 billion in 2008 to NOK 5.69 billion in 2017.

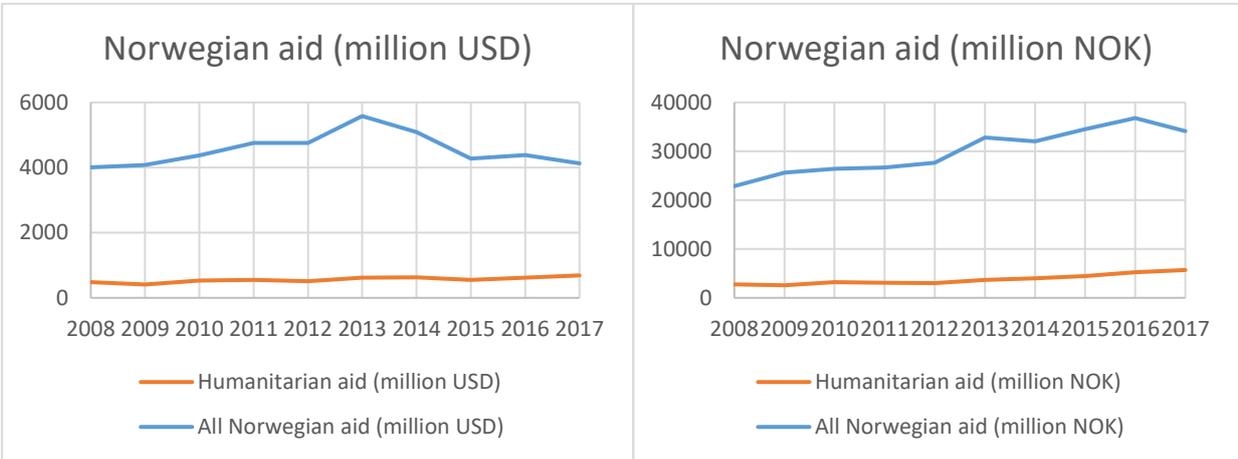


Figure 3. Norwegian humanitarian and total aid 2008-2017

The humanitarian share of the aid budget was 12% in 2008 and increased to 16.7% in 2017, as shown at the lower end of Table 2.1. The table reports disbursements of humanitarian aid in total, as well as split on recipients. Measured in USD, humanitarian aid increased with 207 million USD from 481 million in 2008 to 688 million in 2017, while humanitarian aid to Syria increased from zero to 126 million. The increase in humanitarian aid to Syria is thus more than 50% of the total increase in humanitarian aid. The war in Syria has also affected the humanitarian aid allocations to neighbouring countries, with a 49 million increase in Lebanon and a 34 million increase in the Middle-East regional allocation. We also note a 33 million increase in humanitarian assistance to neighbouring Iraq.¹³ Syria received 7% of the humanitarian aid allocation over the 10-year period and is now the main recipient of humanitarian aid from Norway, followed by Afghanistan, Palestine, South Sudan, Somalia, Lebanon and Sudan, all at 4%.

Table 2.1. Humanitarian aid (Chp 163 and DAC codes 700) from Norway (million USD)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
DAC-720-Emergency	279.8	187.8	289.9	316.6	278.8	365.7	346.8	350.3	416.8	488.8	3 321.1	59
DAC-730-Reconstruction	19.6	14.1	48.1	26.8	20.4	13.3	49.7	14.1	12.9	25.3	244.3	4
DAC-740-Disasters	8.9	20.7	19.6	33.9	36.4	49.9	53.2	34.7	20.3	22.0	299.7	5
DAC-151-Govern/civil society	19.4	28.6	14.2	13.8	17.0	15.8	13.5	10.3	7.9	9.2	149.8	3

¹³ The largest project in Iraq is the support to UNDP for the Fund for Immediate Stabilisation (FFIS) which aims to stabilize the country after the war on ISIL.

DAC-152-Confl/peace/security	38.5	40.5	47.5	55.3	52.9	50.8	44.4	27.8	31.2	39.3	428.1	8
DAC-910-Adm/multi	65.6	67.0	89.7	86.1	87.5	86.6	67.4	57.3	54.6	63.3	725.2	13
Other DAC codes	49.6	50.6	20.1	22.1	20.9	37.9	56.8	57.0	76.4	40.7	432.2	8
Total	481.5	409.4	529.0	554.6	514.0	620.0	631.7	551.6	620.0	688.5	5 600.3	100
Recipients:												
Syria	0.3	0.0	0.1	0.9	12.6	56.1	28.1	61.5	119.5	126.3	405.5	7
Afghanistan	60.0	20.9	21.0	21.6	20.8	20.4	23.7	15.6	28.7	17.7	250.5	4
Palestine	43.7	23.1	27.9	25.6	17.6	22.6	44.3	22.0	9.2	7.3	243.3	4
South Sudan				16.2	22.1	28.8	57.9	28.3	36.4	38.7	228.4	4
Somalia	31.1	20.3	15.5	59.0	15.0	18.1	24.4	11.9	8.3	23.5	227.1	4
Lebanon	9.3	8.1	7.5	9.7	12.5	15.6	16.3	25.1	61.0	58.2	223.2	4
Sudan	42.9	33.9	34.8	26.3	19.6	18.7	13.5	7.4	5.4	2.9	205.5	4
Iraq	12.8	10.0	7.0	4.8	0.8	3.4	31.4	26.5	45.2	46.0	187.9	3
DRC	26.5	15.7	14.3	15.9	19.4	28.8	23.1	12.5	7.1	14.7	178.0	3
Pakistan	1.0	25.4	61.8	15.3	14.7	9.5	8.0	4.9	4.9	2.3	147.7	3
Middle East Regional	1.9	-0.6	1.5	3.9	15.9	39.3	9.2	53.6	27.1	35.8	187.6	3
Multilateral	65.6	67.0	89.7	86.1	87.5	86.6	67.4	57.3	54.6	63.3	725.2	13
Global Unspecified	54.3	96.9	106.1	129.2	104.2	123.0	118.9	96.8	76.7	64.2	970.3	17
Other recipients	132.0	88.5	141.8	140.1	151.3	149.3	165.4	128.3	135.8	187.5	1 420.1	25
Total	481.5	409.4	529.0	554.6	514.0	620.0	631.7	551.6	620.0	688.5	5 600.3	100.0
Budget lines:												
150 - Africa	5.2	0.5	3.1	1.0	12.1	15.4	33.1	15.2	19.9	17.6	123.0	2
151 - Asia	8.0	0.6	4.7	4.6	4.0	7.9	5.6	5.4	2.4	1.4	44.5	1
152 - Middle-East	0.0	0.0	4.0	3.8	0.9	1.9	13.1	8.6	1.3	2.0	35.7	1
160 - Civil society/democracy	0.4	1.3	4.7	2.4	3.2	3.8	5.4	2.2	1.4	0.8	25.7	0
162 - Transitional	16.3	10.7	21.5	19.5	1.9	4.9	8.5	5.0	7.7	20.7	116.8	2
163 - Emergency	443.0	389.9	459.7	509.3	480.4	575.3	522.2	471.7	584.3	624.3	5 060.2	90
164 - Peace/reconciliation	6.4	3.1	9.5	8.0	3.3	4.0	13.2	3.1	2.2	0.5	53.3	1
170 - UN	1.0	1.8	2.6	1.9	5.4	0.5	3.5	35.1	0.3	0.5	52.8	1
171 - Multilateral finance	1.0	0.8	14.6	0.5	0.1	1.4	14.4	1.9	0.0	0.0	34.6	1
Other chapters	0.1	0.7	4.6	3.6	2.8	4.8	12.7	3.4	0.5	20.8	53.9	1
Total	481.5	409.4	529.0	554.6	514.0	620.0	631.7	551.6	620.0	688.5	5 600.3	100
Channels:												
Multilateral	226.3	182.9	280.0	267.5	233.9	271.4	280.6	273.3	300.4	365.6	2 681.8	48
NGO-International	32.0	32.6	30.8	56.4	25.6	33.7	25.5	11.7	14.1	17.9	280.3	5
NGO-Norwegian	205.3	174.3	200.0	209.5	229.9	287.8	290.6	240.5	288.4	293.8	2 420.1	43
NGO Local	4.8	8.9	6.8	8.1	6.6	7.1	13.5	10.1	3.8	2.4	72.1	1
Norwegian public sector	8.5	9.8	8.2	8.9	11.1	14.6	16.1	13.8	12.1	8.8	111.8	2
Other channels	4.5	0.9	3.3	4.1	6.9	5.4	5.4	2.3	1.3	0.1	34.1	1
Total	481	409	529	555	514	620	632	552	620	689	5 600.3	100
All Norwegian aid	4006	4081	4372	4756	4753	5580	5086	4278	4380	4124	45 414.6	
Humanitarian share	12.0	10.0	12.1	11.7	10.8	11.1	12.4	12.9	14.2	16.7	12.3	

Source: Norad aid statistics

Most (90%) of the humanitarian aid is allocated over budget chapter 163 in the Norwegian budget system. In terms of DAC sectors, the largest share (59%) is emergency assistance (DAC code 720). Humanitarian aid is channelled through the multilateral system (48%) and Norwegian NGOs (43%). The largest of the annual allocations via the multilateral system over the 10-year period are for the UN Central Emergency

Response Fund (CERF). Other large disbursements have been for the Common Humanitarian Fund in South Sudan via UNDP, the Regional Response Plan for Syria via UNHCR, the UNICEF Educational support to Lebanon - Syria crisis program, and the World Food Program in Syria. The largest allocations via Norwegian NGOs are to the International Red Cross Operations Appeals in Syria via the Norwegian Red Cross, and the Humanitarian Assistance and Protection to Refugees and Internally Displaced Persons on Africa's Horn via the Norwegian Refugee Council's NORCAP (Norwegian Capacity Standby Roster) program.

4.2.1.2 Norwegian humanitarian assistance via administrative support to multilaterals (DAC-910)

In addition to Norwegian projects coded as humanitarian assistance in the OECD-DAC system, it can be argued that some of Norway's support to administrative costs in multilateral organizations (DAC-910, or core support) will indirectly support those organization's humanitarian projects (DAC-700). In Appendix 2 we report the calculation of this indirect humanitarian aid.

We find that the main recipients of such core support for administrative purposes are UNICEF (20% of the DAC-910 support), UNDP (18%), IDA (17%), and AfDF (11%), and these four are included in our calculations of imputed contributions to the organizations' humanitarian assistance. In addition, some of the organizations that receive less DAC-910 assistance from Norway may have a high humanitarian profile, which is the case for UNHCR¹⁴ and WFP. We therefore include these two organizations in our calculations of imputed humanitarian contributions. In total, these six organizations received 76% of the total core support. In addition, we estimate the imputed aid for the remaining recipients of core support by assuming an average humanitarian share for these organizations. This will be the average of the high share of, for example, UNHCR and the lower share of, for example, UNDP. Our final estimates are reported below in Table 2.3.

Table 2.3. Estimate for Norwegian humanitarian aid via multilateral channels (million USD)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016
UNICEF	6.5	5.0	4.6	6.9	3.4	4.1	7.8	2.9	2.7
UNDP	11.1	12.8	14.4	14.1	12.5	12.1	15.2	9.9	11.0
World Bank (IDA)	1.4	1.1	1.4	5.6	2.7	3.2	3.4	3.2	3.5
AFDF	0.2	0.0	0.0	3.8	0.0	0.0	0.1	0.4	0.1
UNHCR	0.0	0.0	0.0	40.5	38.2	36.0	34.4	32.9	41.7
WFP	4.0	11.0	12.7	18.6	16.8	21.4	18.2	12.9	19.2
Sum	19.3	18.9	20.5	30.3	18.6	19.4	26.4	16.4	17.4
Estimated aid via multi	24.6	24.0	26.2	40.0	24.3	25.6	34.7	24.6	24.0
Humanitarian aid	481.5	409.4	529.0	554.6	514.0	620.0	631.7	551.6	620.0
Total	506.1	433.4	555.2	594.6	538.3	645.6	666.4	576.2	644.0
Increase due to multi	5.1	5.9	4.9	7.2	4.7	4.1	5.5	4.5	3.9

Calculated from Tables 2.2c and 2.3b in Appendix 2.

The imputed aid amounts range from less than one million USD per year for AfDF to about 40 million per year for UNHCR. The imputed amounts adds another 5% to Norwegian humanitarian aid on average.

4.2.2 Objectives 2b and 2c: Case studies of aid flows to fragile states

The case studies selected for this analysis are among the countries in conflict with priority for Norwegian development assistance. As shown in Table 2.1, all three are also among the top 10 recipients of Norwegian humanitarian aid.

For each country the focus will be on development assistance split on main sectors (DAC categories). Other tables covering channels of support and Norwegian budget chapters are found in

¹⁴ The zeros in Table 2.3 for UNHCR in 2008-2010 is due to zero ODA from UNHCR in the DAC-CRS database for these three years. Some multilateral organizations are only agreement partners for other donors, but we have not been able to establish whether this is the explanation in the case of UNHCR prior to 2011.

Appendix 3. There is some overlap between DAC codes and budget chapters, so that DAC-700 codes to a large extent overlap with budget chapter 163. But since there is not full overlap, it will be more informative to report the international codes, so that numbers can easily be compared to OECD-DAC statistics. A line in each main country table will still report the additional aid under chapter 163 that is not coded as DAC-700 aid. We shall see that this only add significant amounts of humanitarian aid for the case of Palestine, where chapter 163 aid is allocated to a broad set of sectors including health and government/civil society. The graphs shown below include the combined humanitarian aid registered as DAC-700 and under the Norwegian budget chapter 163.

Regarding the channels of support, we have already indicated that the agreement partner (which is the basis for the classification in the OECD-DAC-CRS and Norad statistics) may not be very informative. An example we used above was the support for the International Red Cross program in Syria. The agreement partner here is the Norwegian Red Cross, and the channel is thus classified as Norwegian NGO, rather than under NGO-international¹⁵.

4.2.2.1 Somalia

Figure 4 shows the main trends in Norwegian development assistance to Somalia. There was a peak in 2011 with 59 million USD of humanitarian aid from Norway, with only 15 million in the adjacent years. The underlying information from the project database shows that this is most likely explained by the 2011 East-African drought. Funding for four particularly large projects were disbursed that year: the UNDP Humanitarian Fund (USD 12.5 million), the Red Cross drought response and DRR 2011 (USD 8.9 million), the UNICEF 2011-Cap (USD 5.4 million) and Concern Worldwide Relief assistance (USD 4.5 million). There is also an apparent increase in 2017, which also seems to be related to drought relief, with UNOCHA drought appeals and increases in the WFP food assistance and the Red Cross operations appeal. On top of this, comes an increase in the allocation to the World Bank fund for the reconstruction of Somalia.

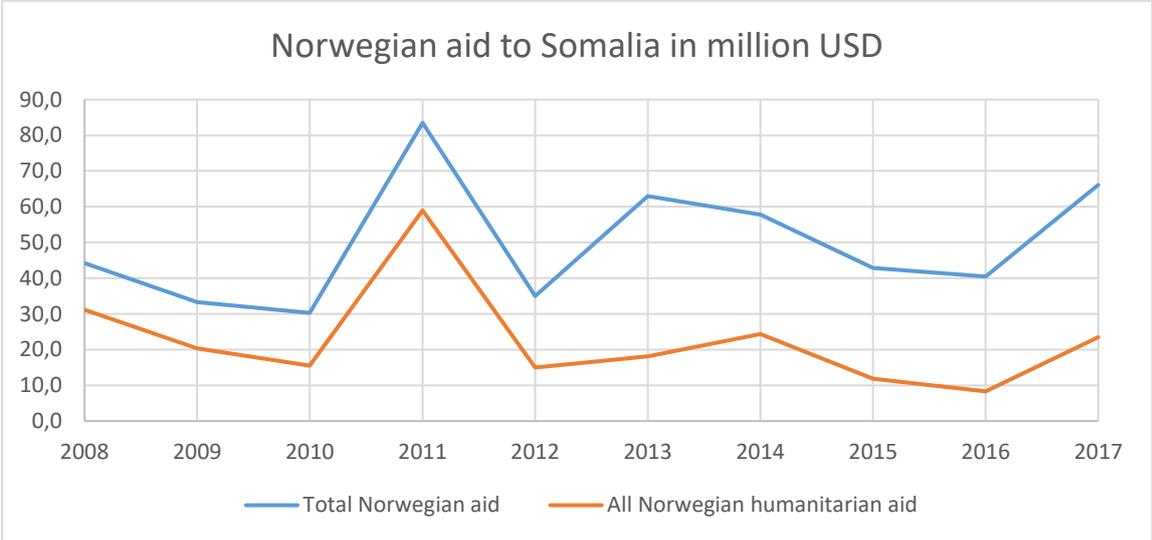


Figure 4. Norwegian aid (ODA) to Somalia 2008-2017. Humanitarian aid is DAC-700 and chapter 163.

Table 2.4 reports the detailed development in the sectorial distribution of both Norwegian and global aid to Somalia.

¹⁵ At the project level, the Red Cross appeal for Syria changed agreement partner in 2012 from the international to the Norwegian Red Cross, but with the International Red Cross still as the implementing partner. A change in channel of support was thus registered in the DAC database, while the project was the same.

Table 2.4. Aid to Somalia 2008-2017 (million USD) split on DAC-codes

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Norwegian aid (DAC-codes):												
110-Education	3.2	3.1	4.0	6.5	7.2	9.5	6.5	8.1	4.0	3.6	55.7	11.2
120-130-Health	1.3	1.2	1.5	1.8	1.8	1.9	1.6	1.0	0.9	2.1	15.1	3.0
151-Government/civil society	2.9	5.5	5.2	10.7	4.3	20.8	14.6	6.7	9.5	12.2	92.4	18.6
152-Conflict/peace/security	7.4	3.9	5.0	6.6	8.4	5.6	7.1	9.7	8.2	9.2	71.2	14.3
430-Other multisector	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.0	6.0	14.8	25.7	5.2
700-Humanitarian	29.3	19.4	14.1	57.4	13.1	15.8	20.2	10.8	7.4	22.5	210.1	42.3
Other DAC codes	0.1	0.3	0.4	0.4	0.1	9.5	7.8	1.6	4.5	1.6	26.3	5.3
Total Norwegian aid	44.2	33.3	30.3	83.5	35.0	63.0	57.8	42.9	40.5	66.1	496.5	100.0
Humanitarian, not 700	1.8	1.0	1.4	1.5	1.8	2.3	4.2	1.0	1.0	0.9	17.0	
All humanitarian aid	31.1	20.3	15.5	59.0	15.0	18.1	24.4	11.9	8.3	23.5	227.1	
Humanitarian share (%)	70.5	60.9	51.2	70.6	42.8	28.7	42.2	27.7	20.5	35.5	45.7	
DAC-700 share (%)	66.4	58.1	46.6	68.8	37.5	25.0	35.0	25.3	18.2	34.1	42.3	
Global aid (DAC-codes):												
110-Education	18.6	26.6	36.3	25.5	49.7	28.8	33.0	42.5	58.1		319.1	3.9
120-130-Health	28.6	34.0	45.3	52.4	98.5	103.4	124.9	87.0	125.0		699.1	8.5
151-Government/civil society	33.3	29.2	60.5	72.7	69.7	87.5	135.7	132.3	161.5		782.4	9.5
152-Conflict/peace/security	33.9	38.1	30.6	50.6	81.3	106.9	119.7	117.8	120.3		699.2	8.5
430-Other multisector	16.2	9.8	17.7	14.2	10.2	18.9	21.6	26.4	43.0		178.1	2.2
720-740-Humanitarian	556.5	451.4	247.6	718.9	498.1	498.7	479.7	390.4	455.7		4296.8	52.4
Other DAC codes	54.5	52.7	61.0	66.9	96.5	97.6	123.3	462.1	210.1		1224.7	14.9
Total aid	741.5	641.8	499.1	1001.2	903.9	941.8	1037.8	1258.5	1173.7		8199.4	100.0
DAC-700 share (%)	75.0	70.3	49.6	71.8	55.1	52.9	46.2	31.0	38.8		52.4	
Norwegian DAC-700 (%)	5.3	4.3	5.7	8.0	2.6	3.2	4.2	2.8	1.6		4.9	
Norwegian total aid (%)	6.0	5.2	6.1	8.3	3.9	6.7	5.6	3.4	3.4		6.1	

Source: Norad aid statistics and OECD-DAC-CRS-stats

The table shows that humanitarian aid, as defined by DAC-700 codes, constitutes 52% of global aid to Somalia, as compared to 42% of Norwegian aid to Somalia. Adding the rest of chapter 163, we find that humanitarian aid constitutes 46% of Norwegian aid to Somalia. We find no particular trend over time in the sectorial distribution of aid, except for the peak in humanitarian aid in 2011, and the similar increase in 2017. There are similar peaks in global humanitarian aid, as all donors responded to the emergency situations in these two years. When it comes to the other sectors, Norway has, as expected, a higher priority of government/civil society (19% of Norwegian aid) and conflict resolution (14%).

The tables in Appendix 3 show that 50% of Norwegian aid is channelled through Norwegian NGOs (56% for humanitarian aid) and 34% through multilateral organizations, this contrasts with aid from other countries where 48% goes via multilateral channels. Beyond humanitarian aid, the NGO channel is used primarily for assistance within health and education, while the multilateral channel is used for assistance within governance and conflict resolution. The main Norwegian NGOs active in Somalia are the Norwegian Refugee Council and the Red Cross, while the main multilateral partners are the World Bank and UNDP, both with multi-partner funds.

4.2.2.2 Palestine

There is a reduction in total Norwegian aid to Palestine from 2015 onwards, as demonstrated in Figure 5. From 2014 to 2015, total aid to Palestine fell from USD 118 million to 78 million. Some of the reduction is explained by a weakening of the Norwegian kroner in 2015. Yet, even the NOK allocations have dropped from about NOK 640 million before 2014, via NOK 740 million in 2014 to NOK 580 million in 2016 and 2017. There has, in particular, been a decline in the largest allocation, which is the budget

support to the Palestinian Authorities via the World Bank system. The budget support was at NOK 300 million (about USD 50 million) in 2012 and 2013, and dropped to NOK 235 million (about USD 28 million) in 2016 and 2017, the same level as in 2010 and 2011. The drop from 2015 onwards may be explained by political changes in Palestine.

Regarding humanitarian aid, there was a peak in 2014, with an increase in the allocations to emergency appeals for Gaza. The largest emergency appeals came from the Red Cross (which was also high in 2013), the World Health Organization and UNOPS. The decline in humanitarian aid from a normal level of USD 22 million in 2015 to about 8 million in 2016 and 2017 seems to be partly explained by a discontinuity of the emergency response to Gaza.

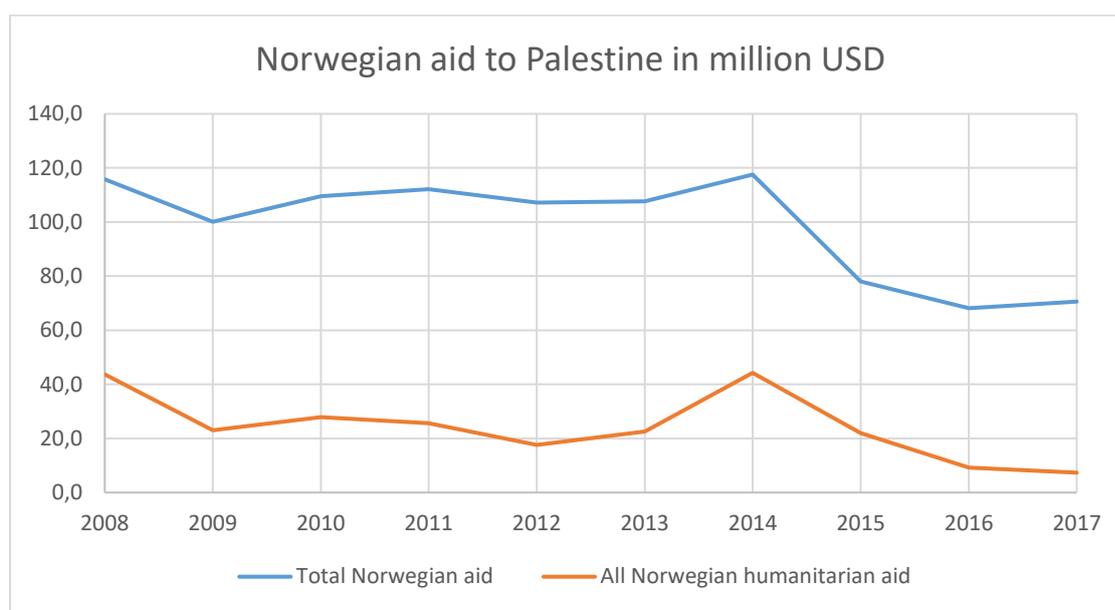


Figure 5. Norwegian aid (ODA) to Palestine 2008-2017. Humanitarian aid is DAC-700 and chapter 163.

Table 2.5 reports the detailed development in the sectorial distribution of both Norwegian and global aid to Palestine.

Table 2.5. Aid to Palestine 2008-2017 (million USD)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Norwegian aid (DAC-codes):												
110-Education	3.8	4.8	8.4	8.4	6.1	5.2	4.4	6.3	6.6	7.9	61.8	6
120-130-Health	2.1	3.8	6.9	7.5	9.7	7.6	10.2	3.5	5.2	4.1	60.6	6
151-Government/civil society	15.4	10.1	18.1	13.4	18.8	15.0	14.3	10.9	9.8	7.9	133.6	14
152-Conflict/peace/security	4.5	2.9	2.8	3.8	5.7	6.1	5.4	8.2	6.3	6.5	52.1	5
160-Social infrast/services	4.1	4.2	4.6	5.4	4.4	3.9	3.3	3.0	2.8	3.0	38.7	4
430-Other multisector	0.6	1.4	0.8	1.3	0.6	2.8	7.0	3.1	4.4	7.6	29.7	3
510-General budget support	54.9	50.9	49.6	55.0	51.2	51.0	42.7	26.7	28.0	28.4	438.4	44
700-Humanitarian	26.1	19.6	11.8	11.0	1.8	9.0	28.1	15.3	4.7	4.1	131.6	13
Other DAC codes	4.2	2.4	6.6	6.5	8.9	7.0	2.2	0.9	0.3	1.1	40.3	4
Total Norwegian aid	115.8	100.1	109.5	112.1	107.2	107.7	117.6	78.1	68.1	70.6	986.8	100
Humanitarian, not 700	17.6	3.5	16.1	14.6	15.8	13.6	16.2	6.7	4.5	3.2	111.6	
All humanitarian aid	43.7	23.1	27.9	25.6	17.6	22.6	44.3	22.0	9.2	7.3	243.3	
Humanitarian share (%)	37.7	23.0	25.4	22.8	16.4	21.0	37.6	28.1	13.6	10.4	24.7	
DAC-700 share (%)	22.6	19.6	10.8	9.8	1.7	8.4	23.9	19.6	6.9	5.9	13.3	
Global aid (DAC-codes):												
110-Education	220.5	235.0	293.1	390.7	325.0	308.1	343.3	338.8	389.9		2844.5	13.5

120-130-Health	109.8	94.5	115.6	133.7	128.0	91.9	108.2	120.8	100.8	1003.3	4.8
151-Government/civil society	326.0	459.1	320.4	307.9	301.3	424.4	379.5	209.0	185.6	2913.2	13.8
152-Conflict/peace/security	53.9	62.8	53.1	59.9	62.3	73.4	66.1	44.1	81.7	557.3	2.6
160-Social infrast/services	844.9	667.5	617.8	372.3	273.4	669.9	442.5	285.1	341.5	4514.9	21.4
430-Other multisector	69.6	96.2	111.2	85.5	89.3	58.0	84.9	43.8	65.8	704.3	3.3
510-General budget support	141.9	119.7	141.3	92.7	164.6	126.4	53.3	37.9	48.4	926.2	4.4
700-Humanitarian	311.7	714.9	336.0	511.0	304.6	488.3	594.4	410.4	717.2	4388.6	20.8
Other DAC codes	237.9	309.4	488.3	412.5	290.2	263.6	340.5	386.7	511.8	3240.9	15.4
Total aid	2316.2	2759.0	2476.9	2366.3	1938.6	2504.1	2412.7	1876.7	2442.6	21093.3	100.0
DAC-700 share (%)	13.5	25.9	13.6	21.6	15.7	19.5	24.6	21.9	29.4	20.8	
Norwegian DAC-700 (%)	8.4	2.7	3.5	2.2	0.6	1.9	4.7	3.7	0.7	3.0	
Norwegian total aid (%)	5.0	3.6	4.4	4.7	5.5	4.3	4.9	4.2	2.8	4.7	

Source: Norad aid statistics and OECD-DAC-CRS-stats

General budget support constituted an average 44% of Norwegian assistance to Palestine, compared to only 4% of global assistance. Other donors prioritize direct support to education (14%, compared to 6% for Norway), social infrastructure (21%, compared to 4% for Norway), and humanitarian assistance (21%, compared to 13% for Norway).

The tables in Appendix 3 show that 64% of Norwegian aid to Palestine was channelled through the regional allocation (budget chapter 152). This is much higher than for Somalia (26%) and South Sudan (39%). Similarly, 63% of Norwegian aid was channelled through the multilateral system in the period analysed for this report¹⁶, as compared to 34% for Somalia and 40% for South Sudan. Again this is explained by the general budget support. Norwegian NGOs constitute the other main channel with 21% of the aid budget. The major NGO partners in Palestine are the Red Cross, the Refugee Council, Norwegian People's Aid (NPA), and NORWAC, which provides medical assistance in particular to Gaza.

4.2.2.3 South Sudan

South Sudan became independent in 2011. Norway played an important role during the transition and allocated aid to the region also prior to 2011. We have searched the project database for Sudan for 2008–10 to identify projects that were primarily for the areas covered by present day South Sudan. We were conservative in identifying these projects, and thus expect the reported aid figures to be lower bounds for the actual aid to the region. It was beyond the scope of this report to do the same for the full OECD database. When reading the table below, one should be cautious in interpreting any apparent changes from 2010 to 2011, as these can be explained by a combination of our coding of projects prior to 2011, and the fact that South Sudan got independence that year. We will thus focus on the post-independence period 2011–17.

Figure 6 shows the main trends in Norwegian development assistance to South Sudan. There was a peak in total aid in 2013 (USD 91 million) and 2014 (USD 95 million), with a peak in humanitarian aid in 2014 (USD 58 million). There was a drop in 2015, but measured in NOK the aid allocations are already up at the 2014 level of NOK 600 million in 2017, with humanitarian aid at NOK 317 million, as compared to NOK 207 million in 2015, and NOK 348 million at the peak in 2014. Over recent years the largest allocations have been to the Common Humanitarian Fund (CHF) led by the UNDP, which has varied between NOK 50 million (USD 6 million) and NOK 85 million (USD 10 million) per year. Other large programs are the IGAD-Regional Initiative for Capacity Enhancement led by UNDP, the Red Cross South Sudan appeal, the FAO Emergency Livelihood Response Programme, and the GPA support for the Refugee Council.

¹⁶ It varies between 60% and 65%.

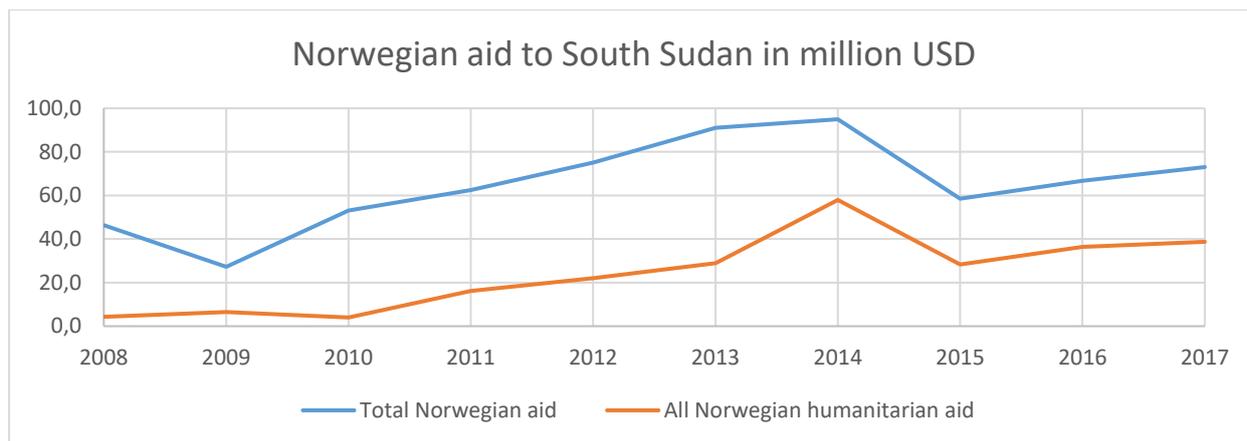


Figure 6. Norwegian aid (ODA) to (Southern parts of Sudan 2008-10) and South Sudan 2011-17. Humanitarian aid is DAC-700 and chapter 163.

Table 2.6 reports the detailed development in the sectorial distribution of both Norwegian and global aid to South Sudan.

Table 2.6. Aid to South Sudan 2008-2017 (million USD)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Norwegian aid (DAC-codes):												
110-Education	6.0	5.7	13.1	6.3	5.1	6.3	7.5	8.2	9.2	12.1	79.5	12.3
120-130-Health	0.6	0.2	0.8	0.1	7.9	5.2	9.0	3.4	1.1	2.0	30.3	4.7
151-Government/civil society	5.0	5.6	17.1	14.8	20.9	30.0	9.2	10.0	11.0	11.7	135.4	20.9
152-Conflict/peace/security	5.4	5.9	6.6	7.1	9.8	5.3	5.9	7.6	8.0	8.2	69.7	10.7
160-Social infrast/services	0.9	1.4	6.4	8.5	0.4	1.4	1.0	0.4	0.2	0.0	20.5	3.2
430-Other multisector	26.8	0.0	0.0	3.3	2.7	2.3	0.9	1.1	0.2	0.0	37.3	5.8
700-Humanitarian	0.8	6.5	4.0	16.2	19.5	25.9	55.2	25.7	35.4	38.3	227.4	35.1
Other DAC codes	0.8	2.0	5.2	6.1	8.8	14.7	6.3	2.2	1.7	0.7	48.5	7.5
Total Norwegian aid	46.3	27.2	53.1	62.4	75.0	91.1	95.0	58.6	66.8	73.0	648.6	100.0
Humanitarian, not 700	3.5	0.1	0.0	0.0	2.6	3.0	2.7	2.6	1.0	0.3	15.9	
All humanitarian aid	4.3	6.6	4.0	16.2	22.1	28.8	57.9	28.3	36.4	38.7	243.3	
Humanitarian share (%)	9.3	24.1	7.5	25.9	29.4	31.7	61.0	48.3	54.5	53.0	37.5	
DAC-700 share (%)	1.7	23.7	7.5	25.9	26.0	28.4	58.1	43.8	53.0	52.5	35.1	
Global aid (DAC-codes):												
110-Education				34.9	54.5	62.3	55.3	76.6	80.7		364.3	4.4
120-130-Health				68.3	184.6	193.6	192.4	250.7	130.1		1019.8	12.3
151-Government/civil society				71.4	120.8	137.7	126.2	108.9	95.4		660.4	8.0
152-Conflict/peace/security				58.3	101.4	106.0	61.8	49.6	68.7		445.9	5.4
160-Social infrast/services				35.0	3.5	26.7	10.1	10.5	9.2		95.0	1.1
430-Other multisector				15.5	22.5	20.0	29.4	21.9	24.9		134.3	1.6
700-Humanitarian				116.2	584.4	679.0	1315.7	864.6	1009.4		4569.2	55.2
Other DAC codes				42.2	113.9	172.4	169.9	311.7	183.8		993.9	12.0
Total aid				442.0	1185.5	1397.8	1960.9	1694.5	1602.2		8282.8	100.0
DAC-700 share (%)				26.3	49.3	48.6	67.1	51.0	63.0		55.2	
Norwegian DAC-700 (%)				13.9	3.3	3.8	4.2	3.0	3.5		5.0	
Norwegian total aid (%)				14.1	6.3	6.5	4.8	3.5	4.2		7.8	

Source: Norad aid statistics and OECD-DAC-CRS-stats.

Note: Data for 2008-2010 is extracted from the Norad-Sudan project database based on South Sudan related keyword searches

Humanitarian aid constitutes 55% of global aid to South Sudan, while Norway allocates 35% to humanitarian aid. Norway has, instead, relatively larger contributions to education, governance and conflict resolution. Over time, we find a peak in support for the health sector in 2014, and a drop in the support to governance and civil society from 2014 onwards.

From the tables in Appendix 3 we notice that 40% of Norwegian aid goes via the multilateral channel. UNDP is already mentioned as a major partner. Other large partners are FAO and the World Food Program. As indicated by the mentioned programs, a large share of humanitarian aid is channelled through the multilateral system. Another 41% goes through Norwegian NGOs, with the Norwegian Red Cross, Norwegian Refugee Council, Norwegian Church Aid, and Norwegian People's Aid as major partners. Compared to the multilateral channel, the NGO channel is in particular used for support to education and conflict resolution. There is no particular partner that stands out in these sectors, there are just many projects implemented by these, and other, NGOs.

4.2.2.4 Summary of the case studies

A general finding is, as expected, that humanitarian aid increases during humanitarian crisis. These changes over time are likely to dominate any changes in policy. An exception may be the reduction in aid to Palestine from 2015 onwards.

The three countries are different in their need for humanitarian assistance, as perceived by the international community. Somalia receives 52% and South Sudan 55% of its global assistance as humanitarian aid, while the share is 21% for Palestine. Norwegian aid follows a similar pattern, but with smaller budget shares for humanitarian aid, giving 42% in Somalia, 35% in South Sudan, and 13% in Palestine. During the period studied, Norway, instead, prioritizes education, governance and civil society and conflict resolution in Somalia and South Sudan, and general budget support in Palestine. In all three countries this suggests that Norway prioritizes state building to a larger extent than other countries. The general budget support for Palestine has, however, declined over the period, and there has been a drop in the support for governance and civil society to South Sudan towards the end of the period.

Norway uses the multilateral channel and Norwegian NGOs to allocate aid, with the multilateral channel being more important in Palestine due to the budget support. Norwegian NGOs are particularly active in Somalia and South Sudan.

4.3 Objective 3: Compliance between Norwegian policies and actual spending 2008-2017

This section discusses the findings on spending (Objective 2), in light of stated policy goals and priorities (Objective 1). We analyse spending patterns in the context of the overall policies for fragile states and humanitarian assistance before we turn to a deeper discussion of the three case countries. In line with requirements in the ToR, particular attention is devoted to the operationalization at country level of the following themes: inclusion of vulnerable groups, use of national/local organizations, conflict sensitivity, and innovation.

Our data on aid disbursements will not necessarily tell whether goals and priorities have been followed up in practice. The aid data is fairly aggregated, and unless policies are costly to implement, they will not be traceable. Policies on gender sensitivity may be an example: A stronger focus on gender issues may lead to increased allocations to certain programs, such as programs to counter FGM. Even though such programs are included in the data, they are unlikely to show up in the aggregate statistics.

In addition to the aggregated statistics, this section therefore also uses qualitative information from the project database and the embassy annual plans (EAPs) to see to what extent policies have been followed up at the country level (Documents; Appendix 1).

4.3.1 Support to fragile states

The analysis of policy objectives and aid disbursements indicates that, compared to other bilateral donors, Norway has a stronger focus on long-term development in fragile states. This is in line with stated policies to be willing to take risks in long-term support in fragile states (MFA 2017). In the three countries studied, Norway allocates a smaller share, as compared to other donors, of its aid budget as humanitarian

assistance. In the countries still affected by violent conflict (Somalia and South Sudan), Norway provides more support to governance, civil society and conflict resolution, while in Palestine there is more direct support to state-building through extensive general budget support.

A flexible approach and willingness to adapt to the country context is a cornerstone in Norwegian policies towards fragile states (MFA 2017), looking at the three case studies, there are important differences in priorities reflecting local contexts: South Sudan received its independence as late as 2011, followed by a civil war (Nupi 2017; Norad 2016). Somalia is emerging from civil war, but the conflict is still on-going and the country includes a self-declared state, the Republic of Somaliland (Norad 2017b). Palestine is a *de jure* sovereign state but has not been universally recognized as such with borders, territories and the capital disputed (Norad 2017a). The analysis under objective 2 demonstrates the different aid modalities used for Somalia, South Sudan and Palestine, reflecting their developmental differences, with budget support being prioritized for Palestine, and education, government/civil society and conflict resolution in Somalia and South Sudan.

Policy documents state that Norway prioritizes multilateral channels, with a significant share for Norwegian civil society organizations. For Somalia and South Sudan, the multilateral channel was used less by Norway throughout the period, compared to other donors, while the Norwegian NGO-sector is more important than for other donors. For Palestine, the aid modality is different, with 63% going through the multilateral channel, particularly in terms of budget support, consistent with aid and country policies.

Greater risk taking is emphasized in policy documents (MFA 2018a) and the strategic framework (MFA 2017, p. 24), but, apart from Palestine, explicit risk assessments do not seem to be widely implemented. Greater risk taking is a priority, but the EAPs state that results are tempered by the need to avoid corruption and security risks (Somalia and South Sudan).

Norway is a lead actor in education under the ECW-platform. Education for all is the main priority in all the six partner countries and South Sudan a Norwegian pilot country for education. Reaching girls and vulnerable groups is a stated priority and involves the strategic use of appropriate aid channels. Education is also added to the objectives of gap funds (2017–18), but the total aid volume remains small. The actual aid flows show that funds for education in South Sudan have increased from 2011 to 2017, with shares of the aid budget significantly higher than the OECD/DAC-average (12.3% and 4.4% respectively). A similar pattern is evident in Somalia, although there is a decrease in funding after 2015. For Palestine the aid share allocated directly to education is lower, but some of the budget support may be allocated to education by the authorities.

Climate and the environment have also been included under cross-cutting issues applicable to fragile states with increased investment capital provided by through NORFUND. The EAPs indicate that forest, climate and clean energy projects have been limited in scope, in Palestine mainly as Gaza electricity provision. Cross-cutting issues in general have been integral to fragile states policies over the period studied,¹⁷ and reiterated both in the strategic framework (MFA 2017) and the budget proposal to the parliament (Proposal 2017–18). The EAPs demonstrate consistent attention to cross-cutting issues over the period studied.

4.3.2 Humanitarian assistance

The document analysis indicates considerable continuity in main goals and priorities for Norwegian development assistance. There is, however, a strengthened focus on the role of local actors in humanitarian assistance, as well as on innovative ways of coordinating and delivering assistance. Coordination of humanitarian and long-term assistance is not a new priority, but the need for a more integrated approach is emphasised more clearly in recent strategies, with increased focus on education and job creation during crisis. There is also a stated willingness to take risk by enter a crisis situation early, also with long-term support.

The analysis of aid streams indicates no clear change in the channels used to distribute aid over the period. Norwegian aid is allocated through multilateral institutions and Norwegian NGOs, with some differences between the three countries studied. There is very limited use of local NGOs as formal agreement and implementing partners. This is not necessarily in conflict with the localization agenda, as

¹⁷ Anti-corruption, human rights, women's rights and equality, climate and the environment.

both multilateral organizations and Norwegian NGOs will have local partners, but it raises the issue of how to measure progress on the localization agenda.

Innovation of aid delivery has no clear foot-print in the aid statistics. There are signs of a shift towards cash payments, while innovation at the institutional level can only be identified by qualitative analysis.

The balance between humanitarian and long-term assistance, and the timing of long-term assistance should, in principle, be open for quantitative analysis of the aid data from the three countries. Any reallocation within sectors, such as a reallocation from food aid to education among children in refugee camps, will, however, not be picked up in the aid statistics.

There is a recent (since 2016) increase in Norwegian humanitarian aid to Somalia and South-Sudan, while there has been a recent decline in Palestine. The latter may reflect the political situation in Palestine, while the increase in Somalia and South Sudan may reflect the recent strengthening of the focus on fragile states. Regarding the balance between humanitarian and long-term assistance, there has been a recent decline in the budget support to Palestine, again potentially reflecting the political situation. In Somalia, there is a new allocation (since 2015) to the multi-donor fund for reconstruction, which indicates a new focus on long-term development. In South-Sudan, the support for governance and civil society has declined, while the educational support has increased, again indicating that long-term development is prioritized also in fragile states. It is noticeable, however, that these findings are country specific, with major differences between the three countries covered by this study.

Finally, we note that Norwegian humanitarian assistance is flexible and adjust to humanitarian crisis, as indicated by the clear peaks in humanitarian aid during crisis. For Somalia there was a peak in 2011 and for South-Sudan in 2014.

4.3.3 Somalia

The main goals for Norway's engagement in Somalia are promoting peace and security, strengthening the human rights protection and good governance and reconciliation to improve the fragile humanitarian situation (EAP Somalia, 2017, p. 5–7). Additional goals include multilateral collaboration in support of sustainable development, climate and a “New Urban Agenda” (ibid.).¹⁸ The main priorities include support for peace and reconciliation, as well as priorities tailored to the three regions; Somaliland (democratization), Puntland (piracy) and South-Central (reconciliation). The underlying targets have been to save lives, support the transition to more long-term development, build local resilience and improve food security and support to refugees and IDPs. As noted above, this report found under objective 2 that Norwegian aid, relative to global aid to Somalia, has a strong focus on long-term development, with a particular focus on education, governance and civil society, and conflict resolution, peace and security. Yet, the largest share of the aid budget is classified as humanitarian aid. The humanitarian aid targets forced displacement, IDPs and recurring drought and famine. The largest allocation over the 10-year period is the support to the Common Humanitarian Fund (CHF) led by UNDP. Another large program is the Norwegian Refugee Council's GPA program, their global program to support displaced people, in line with Norwegian priorities to support vulnerable groups. The stabilization agenda for Somalia was in place before this became an integral part of the strategic framework for fragile states (MFA 2017). The aid interventions aim to foster dialogue, capacity building, reconciliation and strengthening the police and justice sector. Education for girls, women, peace and security (UNSCR 1325), female genital mutilation (FGM) and LGBT-rights are pursued, which are in line with Norwegian priorities.

4.3.4 Palestine

The main goal for Norway's engagement in Palestine is establishing a Palestinian state as part of a negotiated “two-state-solution”, support for the peace process, intra-Palestinian reconciliation and the reconstruction of Gaza (EAP Palestine, 2017, p. 3). The main priorities of the state-building agenda are the energy sector, education and good governance, as well as women and gender equality. Norwegian humanitarian assistance to Palestine contributes via multilateral organisations to UNRWA, as well as other UN organizations. UNRWA was a major recipient of humanitarian aid from Norway until 2015.

¹⁸ In 2010, there was merger between the Somalia and Kenya humanitarian aid programs.

Since then, other UN agencies, such as UNOPS, OCHA and UNDP, have been major recipients. As discussed under objective 2, Norway has prioritized multilateral channels, although for humanitarian aid the budget share allocated through multilateral agencies (47%) is lower than for South Sudan (59%), but higher than in Somalia (33%). The UNRWA program focused on human rights education and emergency food aid in Gaza. The UNDP program has focused on reconstruction in Gaza, while UNOPS has had a program on access to building materials for reconstruction in Gaza. OCHA coordinates the humanitarian response in Palestine. The relatively large share of humanitarian aid going to reconstruction in Gaza also seems to be in accordance with Norwegian policies for development assistance to Palestine.

In Palestine, the state-building and good-governance agenda is financed by budget support to the Palestinian Authority (PA). Norway is a key actor, leading the international donor co-ordination group for Palestine (AHCL). Norway's engagement prioritizes state institution building in key sectors (education, energy and health) as well as humanitarian aid, in particular to UNRWA. In Gaza, the funds cover salaries, water and electricity as well building materials under the Gaza Reconstruction Mechanism (GRM). The Representative Office manages a huge portfolio that has gradually been reduced and targeted following portfolio review. Support for vulnerable groups, religious minorities, LGBT-rights and women, peace and security (UNSCR 1325) are pursued.

4.3.5 South Sudan

The main goals for Norway's engagement in South Sudan are peace and stability, reduce violence and strengthening security (incl. Security Sector Reform, SSR), as well as strengthening human rights, good governance and democratization (EAP South Sudan, 2017, p. 4–6). Improving the humanitarian situation and food security and education are key priorities. The strategic focus on education (South Sudan is a pilot country for education) is supported by funds, as we have seen above. The Norwegian aid budget share for education is much higher than the average for the other donors, with large projects for primary education channelled through UNICEF (Back to Learning program), the Norwegian Refugee Council (displaced children and youth) and, more recently, through the Save the Children (direct support to schools). Strømmestiftelsen is also active, including an education program for disadvantaged groups. With respect to food security, the main efforts are through emergency assistance as discussed under objective two, such as the FAO's Emergency Livelihood Response Programme in South Sudan (ELRP). However, some funds are allocated over DAC code 311 (agriculture) through the Norwegian People's Aid project on Small-Holder Production and Market Capacity.

A stabilization agenda has been developed also for South Sudan, but despite attempts to strengthen government planning and fiscal policies (through the IGAD-initiative), the civil war (with the government a conflict actor), and governance failure meant that Norwegian aid is channelled through multilateral channels and the UN-system (UNHCR, WFP, ICRC). The need for humanitarian aid is expected to increase due to the on-going displacement crises. The EAPs state that efforts are tempered by corruption and terror threats. South Sudan is Norwegian pilot country for education, focus country for women, peace and security (UNSCR 1325).

4.3.6 Selected themes

4.3.6.1 Inclusion of vulnerable groups

Over the period, there has been increasing attention in the policy documents to vulnerable groups and the scope of protection and assistance to his group has expanded. Towards, the end of the period, there was an emphasis on making humanitarian assistance rights-based (Proposal 2017–18, p. 225–226). The EAPs show consistent attention to gender and vulnerable groups in the three countries and include support for UNSCR 1325, protection from female genital mutilation and forced marriages as well as LGBT-rights (Appendix 1). There are also efforts in Somalia and South Sudan to improve protection of internally displaced persons (IDPs) using the UN-system's "cluster approach".

Some of the humanitarian projects in the project database for the three countries mention specifically that they target vulnerable groups. The largest projects that are financed during the 10-year period are run by FAO (Emergency Livelihood Response Programme in South Sudan) and the Norwegian Refugee Council (the GPA programs in South Sudan and Somalia). Other programs are run by Norwegian

People's Aid (the OPT program in Palestine) and OCHA (the CAP and HRF programs in Palestine). All these programs target broad groups, defined only as vulnerable persons or communities.

A database search on "LGBT" gives no hit in the project descriptions among the humanitarian projects, but in the full database covering all projects there is a hit in Palestine as Norway supports Al-Qaws, an organisation supporting sexual and gender diversity in the Palestinian society. The project is registered with DAC code 151 as governance and support to civil society.

4.3.6.2 Use of national and local organisations

The use of national and local organizations is a key part of the *Grand Bargain*. Both the data on aid flows and the EAPs indicate that direct support to local organizations is very low in all the three countries.

As shown under objective 2, Norwegian humanitarian aid is channelled mainly through the multilateral sector and Norwegian NGOs as agreement partners. Both multilateral organizations and Norwegian NGOs may work with national and local NGOs. For example, some of the funds allocated to Humanitarian Country Funds are earmarked for local NGOs, and Norwegian NGOs work to some extent through local partner organizations. It is beyond the scope of this report to discuss the nature of the partnerships with individual NGOs, but there is clearly more use of local organizations than suggested by the data on agreement partners.

4.3.6.3 Conflict sensitivity

Recent humanitarian policy documents (MFA 2018a) and the strategic framework for support to fragile states (MFA 2017) highlight the importance of conflict sensitivity that is principled (do no harm, impartiality) and support peace and reconciliation. These are policy goals that cannot easily be traced in budget allocations. To determine whether conflict sensitivity has been implemented in practice, one would probably have to look into the project documents. This level of detail is beyond the scope of this study, but the embassy annual plans (EAPs) do provide some insight into the issue.

A review of the EAPs from the three case countries over the past ten years (Documents, Appendix 1), suggests that understanding the country- and conflict context are important elements in the strategic planning. Conflict and state collapse are consistently included as risk factors for achieving results. There is a strong emphasis on reading the conflict situation, especially in countries where Norway has played important roles in conflict resolution, in particular South Sudan and Palestine (EAP Al Ram, Strategic plan 2010–12, p. 5; EAP Juba, 2016, p. 6) but also in Somalia. They underscore the importance of being conflict sensitive in the sense of maintaining a flexible approach to aid delivery. However, we could not find any examples or analyses of how the Norwegian support might affect the conflict situation. As indicated above, such analyses might still have taken place at the project level, but it is not possible to verify, on the basis of the EAPs only, that conflict analysis and conflict sensitivity has been a systematic part of aid programming in the three countries.

4.3.6.4 Innovation

Innovation to enhance the effectiveness of humanitarian support is an important goal in the new humanitarian strategy (MFA 2018a). This priority is not likely to show up directly in aid allocations but will affect the modalities of aid delivery within various thematic areas. A search on innovation in the project database for the three selected countries gives no hits in the project descriptions.¹⁹ However, innovative delivery of emergency aid has been implemented in some countries,²⁰ where food aid and other support to refugees and internally displaced people have been delivered using electronic cash cards, rather than in kind. The World Food Program uses electronic vouchers in Palestine,²¹ and Norway supports their emergency food program. In sum, despite examples of innovative delivery strategies, there is yet limited evidence to support that innovation has led to significant changes in the way Norwegian humanitarian assistance is provided. Innovation is not specifically mentioned in either of the three countries' EAPs.

¹⁹ The same is the case for "mobile", while "cash" gives two hits in a database with hundreds of projects.

²⁰ www.unhcr.org/cash-based-interventions.html

²¹ www1.wfp.org/countries/state-palestine

5. Conclusions

There has been a doubling of Norwegian humanitarian assistance from 2008 to 2017, with an increase in the share of humanitarian aid from 12% to 16.7% of total Norwegian aid. The increase is to a large extent explained by the war in Syria. Among the three countries selected for this study, there has been an increase in humanitarian aid over time to South Sudan, with a peak in 2014, and another increase from 2016. In Palestine, there has been a recent decline in humanitarian aid, along with a general decline in aid to Palestine from 2015 onwards. In Somalia, there was a peak in 2011, and a recent increase in 2017. The fluctuations in humanitarian assistance reflect the nature of emergency assistance, which peaks during crisis. The recent decline in aid to Palestine may be a response to political developments in Palestine, while the recent increases to South-Sudan and Somalia may reflect the recent higher priority on support to fragile states.

Support to Palestine is different from the two other countries studied, as a large share of total Norwegian aid is allocated as general budget support. This reflects that Palestine is in a phase where Norway supports state-building and long-term development, rather than emergency assistance. But the two other countries studied, Somalia and South-Sudan, also have large budget shares for sectors other than emergency assistance. Compared to other donors, Norway prioritizes peacebuilding, education and the government/civil society, suggesting that Norway is more willing than others to take the risk of working on long-term issues in fragile states.

Norway allocates most of the aid, including humanitarian aid, through multilateral organizations and Norwegian NGOs. The share of all Norwegian aid allocated through local NGOs in the three countries studied is however very low (4% in Palestine, 0.6% in South-Sudan and 0.2% in Somalia), while the share of humanitarian assistance is zero. The new localization agenda, which is part of the *Grand Bargain*, has a target to increase the amount of aid distributed through local channels. So far, this has not led to direct support to local organizations in any of the three countries. However, support through multilateral organizations and Norwegian NGOs can indirectly support the localization agenda, to the extent that these organizations use local partners. However, the magnitude of such cooperation cannot be documented by our data sources.

Beyond humanitarian assistance, there are some noticeable trends in the sectoral allocation of Norwegian aid to the three countries. For Palestine, there has been a decline in the general budget support to the Palestinian Authorities from 47% of the Norwegian aid budget in 2014 to 40% in 2017. Allocations for other sectors have been fairly constant over time. For South-Sudan, the increase in humanitarian assistance has to some extent been offset by a decline in the support for governance and civil society from 28% in 2012 to 16% in 2017, while the support for education increased from 7% to 15%. For Somalia, there is a new allocation to the multi-donor fund for reconstruction of the country from 2015 onwards, and there is a peak in the allocations to governance and the civil society in 2013 and 2014, otherwise the sectorial allocations have been relatively stable over the period.

Documents

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Report No. 15 (2008–09) Interests, Responsibilities and Opportunities – The Main Features of Norwegian Foreign Policy

Report No. 40 (2008–09) Norwegian Humanitarian Policy

Report No. 25 (2013–14) Education for Development

Report No. 10 (2014–15) Human Rights in Norway’s Foreign Policy and Development Cooperation

Report No. 37 (2014–15) Global Security Challenges in Norway’s Foreign Policy — Terrorism, Organized Crime, Piracy and Cyber Threats

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OECD

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Appendix 1: Embassy Annual Plans (EAPs)

The EAPs (2008–17) identify country and program goals, and report on their implementation. The EAPs underline the embassies' lead roles in donor-coordination, regional and country trust funds and basket funds. Multilateral channels are prioritised, which makes handling large portfolios manageable and reduce risk- and corruption threats. Broad scenario-based planning frameworks are used to ensure flexibility, following Norwegian regional, country and sector policies and goals. From 2013 onwards, the embassies have reduced the number of agreements following portfolio-review in favour of targeted engagement reflecting Norwegian priorities. Triennial plans specify deliverables that combine specific actions with general contributions in support of initiatives, plans and regional and international agendas. The annual reports specify results and major deviations from planned activities, programs and plans. Risk assessments, when present, are mostly linked to political risk and identifies mitigating measures following a three-part risk management procedure. Conflict sensitivity does not seem to have been implemented in aid programming in the three countries. Innovation is not specifically mentioned in either of the three countries' EAPs.

The main goals for Norway's engagement in South Sudan are strengthening security (incl. SSR), political stabilisation and democratization. South Sudan is also Norwegian pilot country for education and focus country for women, peace and security (UNSCR 1325) (EAP Juba, 2016, p. 3). Improving the humanitarian situation and food security are key priorities. The Common Humanitarian Fund (CHF), is a basket fund used to channel humanitarian aid to Sudan (from 2011, South Sudan).²² In South Sudan, aid has also targeted the climate and clean energy sector. The largest hydroelectric development project was put on hold in 2015 (Fula Rapids), as were the Oil for Development (OfD) and forest management programs. From 2017, climate and clean energy objectives were scaled down due to political instability, insecurity and lack of staff. Despite attempts to strengthen government planning and fiscal policies (through the IGAD-initiative), Norwegian aid is not channelled through the government, but through multilateral channels and the UN-system (UN, UNDP, Unicef, FAO). The need for humanitarian assistance is expected to increase due to the ongoing displacement crises. Efforts are tempered by corruption and terror threats.

Norway's main goals in Somalia are promoting peace and security, strengthening the human rights protection and, in particular, improving the fragile humanitarian situation.²³ The main priorities include general support for peace and reconciliation, as well as priorities tailored to the three regions; Somaliland (democratisation), Puntland (piracy) and South-Central (reconciliation). Humanitarian aid through bilateral and multilateral channels targets forced displacement, IDPs, recurring drought and hunger crises. The interventions aim to foster dialogue, capacity building (also fiscal policy), reconciliation and strengthening the police and justice sector. Interventions are also pursuing education for girls, women, peace and security (UNSCR 1325), female genital mutilation (FGM), forced marriages and LGBT-rights (EAP Nairobi, 2013, p. 11). Migration management is also pursued (regional and international), including assisted return and reintegration. There are only limited forest, climate and agriculture activities. Maritime security is a priority, as is combating organised crime and terror. The results from programs are tempered by high corruption risk, non-presence on the ground in Somalia and staff reductions.

The main goal for Norwegian engagement in Palestine is establishing a Palestinian state as part of the "two-state-solution". The main priorities of the statebuilding agenda are the energy sector, education and good governance as well as women and gender equality. The statebuilding and good-governance agenda is financed by budget support to the Palestinian Authority (PA), in particular the so-called Fayyad plan from late 2009 onwards (EAP, Strategic plan 2011–13, p. 1). Norway is a lead actor stewarding the international donor co-ordination group for Palestine (AHCL). Norway prioritizes state and institution building in key sectors (education, energy and health), as well as humanitarian aid, in particular to UNRWA. In Gaza, the funds cover salaries, water and electricity as well building materials under the Gaza Reconstruction Mechanism (GRM). The Representative Office manages a huge portfolio (in 2015, about one billion NOK), that has gradually been reduced and targeted following portfolio

²² In mid-2011, South Sudan gained independence and aid modalities now shifted towards the new Republic of South Sudan, coordinated by the Norwegian Embassy in the capital Juba.

²³ In 2010, there was merger between the Somalia and Kenya humanitarian aid programs.

review. Norway is also pursuing support for vulnerable groups, religious and sexual minorities, as well women and peace and security (UNSCR 1325).

Appendix 2: Imputed humanitarian assistance through multilaterals

As discussed in the main report, Norwegian humanitarian aid (DAC-700) is to a large extent channelled via multilateral organizations. In addition, there is aid allocated to the same multilaterals over Norwegian budget chapters 170 (UN organizations) and 171 (multilateral financial institutions). Some of this aid is already coded as humanitarian aid (DAC-700), while other parts cover other sectors, such as education (DAC-110). A large part is coded as DAC-910 (administrative, or core, support), which is the basis for our calculations of imputed humanitarian aid.

The *calculation* is simple: we multiply the aggregate DAC-910 aid from Norway over budget chapters 170 and 171 to a multilateral organization with the share of that organization's aid coded as humanitarian aid (DAC-700). This will give Norway's contribution to the organization's humanitarian aid.

We repeat this calculation for six major multilateral organizations (covering 76% of DAC-910 aid over budget chapters 170 and 171). We include multilaterals within the humanitarian field, such as UNHCR, and multilaterals that receive large amounts of DAC-910 aid, such as UNDP. We compare the calculations with similar calculations from OECD and get similar numbers.

For the remaining 24% of the DAC-910 aid over chapters 170 and 171 we assume a humanitarian share equal to the average of the six, which is a reasonable approximation since the six organizations include organizations with a large share, such as UNHCR, and organizations with a low share. This contrasts with the OECD calculations, where calculations only exist for the major organizations.

Furthermore, OECD only reports these calculations for the years 2010-16, and the OECD approach is not fully transparent, they say, for example, that they take the average over the reported year and the two following years, but this would not be feasible for 2016. OECD includes all DAC-910 projects, while we have, in accordance with the ToR, focused on Norwegian budget chapters 170 and 171. There is, however, large overlap between DAC-910 and chapters 170 and 171, but not full overlap, which adds to the minor discrepancy between our calculations and OECD. The numbers are thus comparable, with our numbers being fully transparent. We will now take the reader through the stepwise calculations.

Table 2.2a reports Norway's contributions over budget chapters 170 (the UN system) and 171 (multilateral finance institutions). The table shows that aid distributed over chapters 170 and 171 are for the most part (94%) coded as administrative costs at multilateral institutions (DAC-910, or core support).

Table 2.2a. Norwegian aid via multilateral organizations (budget-lines 170/171) split on DAC codes million USD

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total	Shares
DAC-110-Education	102.9	112.5	108.9	139.5	136.9	141.9	141.9	2.3	0.9	887.8	12
DAC-151-Government, civil society	38.1	32.1	33.9	30.3	31.7	33.2	28.7	23.6	14.3	265.8	4
DAC-910-Administration-multilateral	794.3	736.7	756.9	869.7	841.8	859.0	794.7	580.8	517.5	6 751.4	94
DAC-700-humanitarian	2.0	2.6	17.2	2.4	5.5	1.9	18.0	37.0	0.3	86.9	1
Other DAC codes	116.3	113.7	93.2	86.7	94.9	105.1	89.1	54.1	65.2	818.3	11
Total	820.9	770.2	823.6	955.2	921.0	931.0	894.1	589.7	467.8	7 173.6	100

Source: Norad aid statistics

Table 2.2b focuses on the 94% (6751 million USD) under DAC-910, and split the aid on agreement partners. The main recipients of aid for administrative purposes are UNICEF (20%), UNDP (18%), IDA (17%), and AfDF (11%), and these four are included in our calculations of imputed contributions to the organizations' humanitarian assistance. In addition, some of the organizations that receive less DAC-910 assistance from Norway may have a high humanitarian profile, this is the case for UNHCR and WFP, which are also included in our calculations of imputed humanitarian contributions.

Table 2.2b. Norwegian administrative aid (DAC-910) via multilaterals (for budget-lines 170/171) million USD

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total	Shares
AfDF	87.6	79.6	82.7	89.2	86.0	85.1	93.4	73.0	70.1	746.7	11
IDA	136.5	124.1	128.9	139.0	134.0	158.0	137.4	107.4	103.1	1 168.4	17
UNAIDS	28.3	25.7	26.7	28.8	29.0	31.6	27.8	21.8	16.7	236.5	4
UNDP	169.7	145.7	146.2	170.5	162.1	151.6	132.7	86.2	72.1	1 236.8	18
UNFPA	58.2	53.5	57.9	65.7	67.6	73.1	72.1	56.4	48.0	552.6	8
UNHCR	42.3	38.5	39.8	52.0	50.3	52.0	48.1	38.0	41.7	402.8	6
UNICEF	161.8	164.8	170.1	182.4	185.6	173.8	165.5	64.8	60.1	1 329.0	20
UNRWA	26.3	24.0	24.8	26.8	26.3	25.7	24.0	18.7	13.4	210.1	3
WFP	25.6	26.8	24.2	25.9	25.1	29.7	27.6	18.3	28.2	231.3	3
WHO	47.6	39.0	39.7	43.5	52.1	44.2	38.7	29.1	25.0	359.0	5
Other partners	10.4	14.9	15.7	45.8	23.8	34.2	27.4	66.9	39.1	278.2	4
Total	794.3	736.7	756.9	869.7	841.8	859.0	794.7	580.8	517.5	6 751.4	100

Source: Norad aid statistics

Table 2.3a reports on all humanitarian assistance (DAC-700) from multilateral organizations, while Table 2.3b reports on all aid from the same multilaterals. Based on these numbers we calculate the humanitarian share in Table 2.3c. Finally, by multiplying the humanitarian share of the multilaterals with the Norwegian administrative support to these organizations, we get the imputed humanitarian aid via these organizations, as reported in Table 2.3 of the main report.

Table 2.3a. OECD-DAC humanitarian aid (DAC codes 720-740) million USD

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	Total
All aid	132 520	135 565	146 191	156 240	149 484	167 482	166 115	174 307	180 396	1 408 301
Humanitarian	11 289	10 894	11 485	12 989	11 249	13 720	17 216	19 963	24 683	133 486
Multilateral	2 239	1 884	2 007	3 199	2 630	2 928	3 441	3 254	3 947	25 528
EU-institutions	1 963	1 521	1 546	1 726	1 645	1 845	2 272	1 714	2 363	16 594
UN	149	244	252	729	670	696	737	909	943	5 329
World Bank (IDA)	95	106	114	439	203	246	342	399	421	2 364
Regional dev banks	5	1	86	293	105	127	76	208	200	1 100
Other multilateral	28	11	10	12	7	13	14	24	21	141
Sum	2 239	1 884	2 007	3 199	2 630	2 928	3 441	3 254	3 947	25 528
<u>Selected:</u>										
UNHCR	0	0	0	343	322	289	343	399	503	2 199
WFP	50	120	127	248	238	264	203	202	210	1 661
UNICEF	40	33	28	42	21	30	63	64	65	386
UNDP	32	55	61	41	37	37	53	48	58	423
AFDF	5	0	0	95	0	0	1	12	4	117

Source: OECD-DAC-CRS-stats

Table 2.3b. OECD-DAC total aid (million USD)

Year:	2 008	2 009	2 010	2 011	2 012	2 013	2 014	2 015	2 016	Total
All aid	132 520	135 565	146 191	156 240	149 484	167 482	166 115	174 307	180 396	1 408 301
Multilateral	32 238	40 194	41 679	46 168	46 957	51 358	52 079	51 063	50 807	412 542
EU-institutions	12 875	13 166	12 645	17 947	18 102	17 166	18 454	15 555	18 628	144 537
UN	2 802	3 583	3 443	4 101	4 390	4 933	4 626	5 666	5 404	38 947
World Bank (IDA)	8 959	11 481	10 121	10 915	9 980	12 307	13 759	13 375	12 254	103 151
Regional dev banks	1 993	4 581	6 379	6 130	6 377	7 643	7 207	7 414	6 494	54 219
IMF	1 038	2 605	2 973	1 455	1 506	1 212	832	1 472	941	14 034
Other multilateral	4 570	4 779	6 117	5 621	6 602	8 096	7 201	7 582	7 086	57 654
Sum	32 238	40 194	41 679	46 168	46 957	51 358	52 079	51 063	50 807	412 542
Selected:										
UNHCR	0	0	0	441	424	417	480	461	503	2 726
WFP	317	293	244	345	355	365	309	287	308	2 822
UNICEF	987	1 104	1 050	1 104	1 152	1 252	1 342	1 402	1 445	10 839
UNDP	495	631	613	494	487	468	463	420	384	4 456
AFDF	1 816	3 389	2 287	2 229	2 434	2 277	2 010	2 159	2 132	20 732

Source: OECD-DAC-CRS-stats

Table 2.3c. OECD-DAC humanitarian share for multilaterals receiving administrative aid from Norway

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	All
UNICEF	4.0	3.0	2.7	3.8	1.8	2.4	4.7	4.5	4.5	3.6
UNDP	6.5	8.8	9.9	8.3	7.7	8.0	11.4	11.4	15.2	9.5
World Bank (IDA)	1.1	0.9	1.1	4.0	2.0	2.0	2.5	3.0	3.4	2.3
AFDF	0.2	0.0	0.0	4.3	0.0	0.0	0.1	0.6	0.2	0.6
UNHCR	0	0	0	77.8	75.9	69.2	71.5	86.5	100.0	80.6
WFP	15.7	40.9	52.3	72.0	66.9	72.1	65.8	70.5	68.1	58.9

Calculated from Tables 2.2a and 2.2b

Appendix 3: Aid to three selected countries

Somalia

All Norwegian aid to Somalia 2008-2017 (million USD), split on Norwegian budget-chapters

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
150 - Regional support to Africa	0.0	0.0	0.0	7.8	2.3	22.1	20.4	19.8	22.3	36.6	131.2	26
160 - Civil society and democracy	2.2	1.8	2.7	3.4	3.3	4.5	5.2	5.5	5.7	7.5	41.9	8
162 - Transitional assistance	5.3	5.0	6.7	6.7	6.7	12.6	4.4	4.3	3.7	0.0	55.4	11
163 - Humanitarian assistance	31.1	20.3	15.4	58.8	14.8	18.1	20.4	10.8	8.3	19.5	217.7	44
164 - Peace and reconciliation	5.5	6.0	5.2	6.7	7.6	4.1	5.1	1.1	0.0	1.2	42.5	9
Other chapters	0.1	0.1	0.2	0.1	0.3	1.6	2.2	1.3	0.5	1.3	7.7	2
Total aid	44.2	33.3	30.3	83.5	35.0	63.0	57.8	42.9	40.5	66.1	496.5	100

All Norwegian aid to Somalia 2008-2017 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Multilateral	18.9	13.3	12.7	39.4	7.2	16.4	6.1	10.9	15.2	27.5	167.4	34
NGO-International	5.6	3.9	3.3	9.1	4.3	5.6	5.3	1.7	0.0	0.0	38.7	8
NGO-Norwegian	19.6	15.7	13.9	34.9	19.5	30.2	35.2	26.6	20.7	29.8	246.1	50
Public sector other donor countries (DFID)	0.0	0.0	0.0	0.0	1.7	2.6	1.2	3.0	4.0	8.7	21.1	4
Governments/Ministries in developing countries	0.0	0.0	0.0	0.0	0.0	5.8	6.5	-0.1	0.0	0.0	12.2	2
Consultants	0.0	0.0	0.0	0.1	1.7	2.5	3.1	0.2	0.0	0.0	7.7	2
Other channels	0.1	0.4	0.3	0.1	0.6	0.1	0.5	0.5	0.5	0.1	3.3	1
Total aid	44.2	33.3	30.3	83.5	35.0	63.0	57.8	42.9	40.5	66.1	496.5	100

All aid to Somalia 2008-2016 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Multilateral Organisations	363.3	366.6	213.9	562.4	498.8	501.3	526.6	445.7	461.1		3939.8	48
NGOs & Civil Society	250.4	192.4	216.1	348.5	326.2	330.5	364.7	296.4	324.6		2649.6	32
Public Sector	83.3	35.0	31.1	15.3	24.1	40.3	48.8	369.7	213.1		860.7	10
Other channels, or not reported	44.5	47.9	37.9	75.1	54.9	69.6	97.8	146.7	174.9		749.3	9
Total aid	741.5	641.8	499.1	1001.2	903.9	941.8	1037.8	1258.5	1173.7		8199.4	100

All aid to Somalia 2008-2016 (million USD), split on DAC-codes (From the DAC-database)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
110 - Education	18.6	26.6	36.3	25.5	49.7	28.8	33.0	42.5	58.1		319.1	4
121/122-130 - Health	28.6	34.0	45.3	52.4	98.5	103.4	124.9	87.0	125.0		699.1	9
151 - Government and civil society, general	33.3	29.2	60.5	72.7	69.7	87.5	135.7	132.3	161.5		782.4	10
152 - Conflict resolution, peace and security	33.9	38.1	30.6	50.6	81.3	106.9	119.7	117.8	120.3		699.2	9
430 - Other multisector	16.2	9.8	17.7	14.2	10.2	18.9	21.6	26.4	43.0		178.1	2
720-740 - Humanitarian aid	556.5	451.4	247.6	718.9	498.1	498.7	479.7	390.4	455.7		4296.8	52
Other DAC codes	54.5	52.7	61.0	66.9	96.5	97.6	123.3	462.1	210.1		1224.7	15
Total aid	741.5	641.8	499.1	1001.2	903.9	941.8	1037.8	1258.5	1173.7		8199.4	100

Palestine

All Norwegian aid to Palestine 2008-2017 (million USD), split on Norwegian budget-chapters

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
152 - Regional support to the Middle East	41.5	64.6	71.8	73.3	75.3	72.9	73.2	52.6	50.1	53.3	628.7	64
160 - Civil society and democracy	7.0	7.2	7.7	8.5	8.4	9.3	8.9	6.7	8.0	8.2	79.9	8
163 - Humanitarian assistance	43.7	23.0	23.8	24.9	16.5	21.4	31.9	15.4	7.9	5.4	213.8	22
164 - Peace and reconciliation	21.1	4.3	4.5	3.2	3.7	2.3	1.6	1.4	0.0	0.0	42.1	4
Other chapters	2.4	1.0	1.6	2.3	3.2	1.9	2.0	2.1	2.1	3.7	22.4	2
Total aid	115.8	100.1	109.5	112.1	107.2	107.7	117.6	78.1	68.1	70.6	986.8	100

All Norwegian aid to Palestine 2008-2017 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Multilateral	69.6	62.9	68.1	71.6	66.1	68.7	74.6	48.6	40.9	45.7	617.0	63
NGO-International	1.1	1.0	1.3	5.2	0.9	2.1	1.6	0.5	0.4	0.7	14.6	1
NGO-Norwegian	24.2	22.6	21.3	19.1	20.8	24.2	29.9	17.3	14.5	13.0	206.9	21
NGO Local	4.5	4.0	4.7	5.2	4.3	4.4	3.7	4.2	3.2	3.1	41.4	4
Governments/Ministries in developing countries	6.6	3.5	4.4	2.6	3.9	0.2	2.6	3.9	4.6	3.9	36.1	4
Public sector in developing countries	6.2	4.0	7.7	5.6	8.7	6.8	4.2	2.7	3.1	3.1	52.1	5
Norwegian public sector	3.3	2.0	1.8	2.1	2.3	1.4	0.8	0.8	0.7	1.0	16.3	2
Other channels	0.2	0.3	0.3	0.7	0.3	0.0	0.0	0.0	0.6	0.0	2.3	0
Total aid	115.8	100.1	109.5	112.1	107.2	107.7	117.6	78.1	68.1	70.6	986.8	100

All aid to Palestine 2008-2016 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Public Sector	1124.0	1185.4	862.0	669.2	713.4	1084.2	762.8	498.9	762.3		7662.3	36
Multilateral Organisations	491.4	795.7	493.1	1117.9	450.9	645.7	677.2	506.6	770.4		5948.8	28
NGOs & Civil Society	205.0	329.0	343.9	353.7	263.7	307.2	407.8	254.3	244.5		2709.0	13
Other channels, or not reported	495.7	448.9	777.9	225.5	510.6	467.0	564.9	617.0	665.5		4773.2	23
Total aid	2316.2	2759.0	2476.9	2366.3	1938.6	2504.1	2412.7	1876.7	2442.6		21093.3	100

All aid to Palestine 2008-2016 (million USD), split on DAC-codes (From the DAC-database)

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
110 - Education	220.5	235.0	293.1	390.7	325.0	308.1	343.3	338.8	389.9		2844.5	13
121/122-130 - Health	109.8	94.5	115.6	133.7	128.0	91.9	108.2	120.8	100.8		1003.3	5
151 - Government and civil society, general	326.0	459.1	320.4	307.9	301.3	424.4	379.5	209.0	185.6		2913.2	14
152 - Conflict resolution, peace and security	53.9	62.8	53.1	59.9	62.3	73.4	66.1	44.1	81.7		557.3	3
160 - Other social infrastructure and services	844.9	667.5	617.8	372.3	273.4	669.9	442.5	285.1	341.5		4514.9	21
430 - Other multisector	69.6	96.2	111.2	85.5	89.3	58.0	84.9	43.8	65.8		704.3	3
510 - General budget support	141.9	119.7	141.3	92.7	164.6	126.4	53.3	37.9	48.4		926.2	4
720-740 - Humanitarian aid	311.7	714.9	336.0	511.0	304.6	488.3	594.4	410.4	717.2		4388.6	21
Other DAC codes	237.9	309.4	488.3	412.5	290.2	263.6	340.5	386.7	511.8		3240.9	15
Total aid	2316.2	2759.0	2476.9	2366.3	1938.6	2504.1	2412.7	1876.7	2442.6		21093.3	100

South Sudan

All Norwegian aid to South Sudan 2008-2017 (million USD), split on Norwegian budget-chapters

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
150 - Regional support to Africa	8.7	8.5	27.4	32.4	31.6	32.0	32.2	20.2	24.8	33.4	251.2	39
160 - Civil society and democracy	3.9	3.2	3.2	4.2	6.3	6.4	8.1	8.2	7.4	9.3	60.2	9
162 - Transitional assistance	27.6	3.1	11.5	8.8	9.1	12.0	8.7	8.2	5.4	0.0	94.5	15
163 - Humanitarian assistance	4.3	6.6	4.0	10.8	22.1	28.8	41.7	19.3	26.8	28.2	192.8	30
Other chapters	1.8	5.8	7.0	6.1	5.9	11.9	4.2	2.7	2.3	2.1	49.9	8
Total aid	46.3	27.2	53.1	62.4	75.0	91.1	95.0	58.6	66.8	73.0	648.6	100

All Norwegian aid to South Sudan 2008-2017 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Multilateral	27.7	6.2	20.3	19.1	27.5	34.4	34.8	26.4	29.7	34.4	260.5	40
NGO-International	1.8	3.1	2.2	2.2	0.8	0.5	1.0	0.9	1.3	1.9	15.7	2
NGO-Norwegian	11.9	10.7	13.7	24.6	25.8	35.8	46.9	27.5	33.8	34.2	265.0	41
Norwegian public sector	3.3	3.2	4.6	4.9	3.8	2.6	2.5	1.0	0.5	0.0	26.5	4
Public sector other donor countries	0.1	0.4	7.9	7.8	6.0	5.1	4.6	0.5	0.2	0.6	33.2	5
Governments/Ministries in developing countries	0.7	3.0	2.0	1.3	2.9	2.3	2.4	0.8	0.3	0.0	15.8	2
Other channels	0.8	0.8	2.4	2.5	8.1	10.4	2.7	1.5	1.1	1.9	32.1	5
Total aid	46.3	27.2	53.1	62.4	75.0	91.1	95.0	58.6	66.8	73.0	648.6	100

All aid to South Sudan 2011-2017 (million USD), split on channels

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
Multilateral Organisations	South Sudan not a country			197.0	555.6	634.1	1138.9	842.2	813.2		4181.2	50
NGOs & Civil Society				120.4	295.6	360.9	484.3	497.8	451.6		2210.6	27
Public Sector				79.5	149.2	155.1	177.9	147.6	137.2		846.4	10
Other channels, or not reported				45.1	185.1	247.8	159.8	206.8	200.1		1044.7	13
Total aid				442.0	1185.5	1397.8	1960.9	1694.5	1602.2		8282.8	100

All aid to South Sudan 2011-2017 (million USD), split on DAC-codes

Year:	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	Total	Shares
110 - Education	South Sudan not a country			34.9	54.5	62.3	55.3	76.6	80.7		364.3	4
121/122-130 - Health				68.3	184.6	193.6	192.4	250.7	130.1		1019.8	12
151 - Government and civil society, general				71.4	120.8	137.7	126.2	108.9	95.4		660.4	8
152 - Conflict resolution, peace and security				58.3	101.4	106.0	61.8	49.6	68.7		445.9	5
160 - Other social infrastructure and services				35.0	3.5	26.7	10.1	10.5	9.2		95.0	1
430 - Other multisector				15.5	22.5	20.0	29.4	21.9	24.9		134.3	2
720-740 - Humanitarian aid				116.2	584.4	679.0	1315.7	864.6	1009.4		4569.2	55
Other DAC codes				42.2	113.9	172.4	169.9	311.7	183.8		993.9	12
Total aid				442.0	1185.5	1397.8	1960.9	1694.5	1602.2		8282.8	100

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