

# EVALUATION DEPARTMENT

REPORT 4/2016



## **‘Striking the Balance’** Evaluation of the Planning, Organisation and Management of Norwegian Assistance related to the Syria Regional Crisis

Volume II: Mapping

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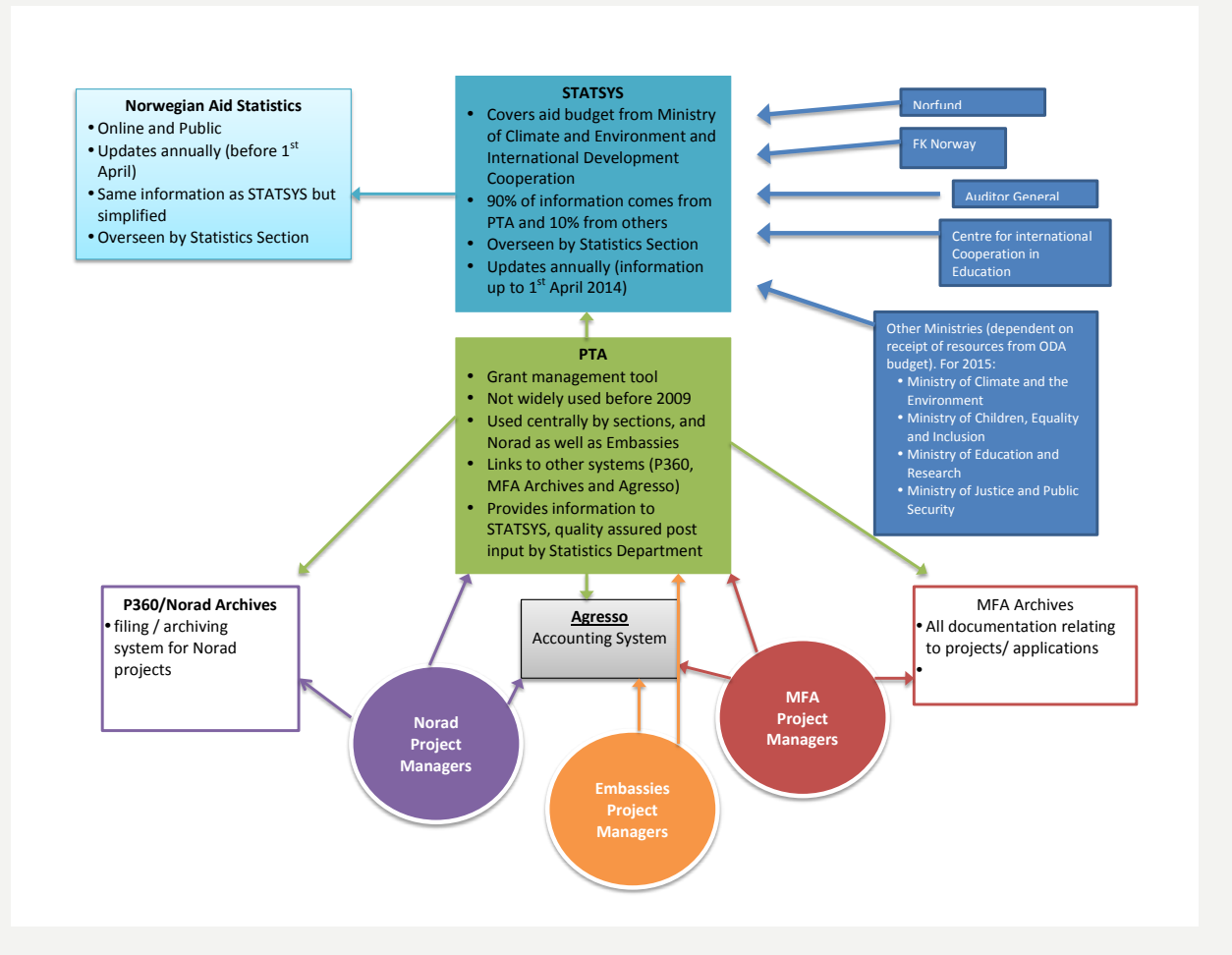
# 1. Introduction

Mapping of Norwegian Official Development Assistance (ODA) to the Syria crisis was required under 'Objective 1' of the evaluation Terms of Reference (*'To map the organisational set-up underpinning Norwegian assistance related to the Syria crisis, and key aspects of its strategic planning and management'*) and in relation to the first evaluation question *'How is the Norwegian assistance to Syria planned, organised and managed?'*. The methodology used to generate a descriptive mapping of Norwegian support, and the sources used, are described below.

## 2. Information Systems

**Understanding information systems:** During the Inception Phase of the evaluation the evaluation team placed effort on understanding and mapping the information systems of the MFA, in order to enable mapping to be conducted. This process identified that the relevant information systems are far from straightforward, comprising a minimum of six different storage systems, some of which are interlinked. These are illustrated in Figure 1.

**FIGURE 1:** MFA INFORMATION SYSTEMS RELATED TO OFFICIAL DEVELOPMENT ASSISTANCE (ODA)



## 3. Methodology

**Master database:** An overview of projects ‘relevant to the Syria crisis’ was created through one principal source (the STATSYS database), and was then supplemented by several additional sources and processes of verification. The principal source was a ‘master database’ of all ODA projects generated by Norwegian Statistics section<sup>1</sup>. The database provides information on project agreement titles and descriptions, recipient country or region, recipient and implementing partner, annual disbursement and ‘project sector’ according to the OECD DAC sector code<sup>2</sup> for the period 2011 to 2014<sup>3</sup>.

**Projects by recipient country:** During initial interviews with Norad Evaluation Department and MFA sections<sup>4</sup> it was established that projects ‘relevant to the Syria crisis’ were likely to exist across 5 countries including Syria, Jordan, Lebanon, Turkey and Iraq, as well as the ‘Middle East and North Africa’ region. From the master database, a list of all projects in each of these countries/ region<sup>5</sup> were extracted<sup>6</sup> and formed the basis for further verification with responsible departments within the Ministry of Foreign Affairs (including MFA sections, Norad civil society department and relevant MFA embassies). Information relating to projects operational in 2015 were obtained from the Norad PTA database<sup>7</sup>.

It should be noted that all figures for 2015 are estimates based upon projected rather than actual disbursement.

**Projects supported through multilaterals or global initiatives:** It was also established that support to the Syria crisis was channelled via multilaterals and possible other global mechanisms. A further list of all projects to ‘multilaterals’ and ‘global unspecified’ was also extracted from the ‘master database’ as a basis for identifying relevant projects channelled in this way. Information relating to projects operational in 2015 was obtained from the Ministry of Foreign Affairs’ Grant Portal<sup>8</sup>.

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1 Extract of STATSYS database provided by a Norad staff member on 11 November 2015. For further details, see Statistical Classification Manual published by Norad’s Department for Quality Assurance <http://www.norad.no/Resultater+og+kvalitetssikring/Norsk+bistand+i+tall/Statistikportalen>

2 Sector coding identifies the specific areas of the recipient’s economic or social structure the transfer intends to foster.

3 The STATSYS database is created at the end of each financial year. The latest version was created in March 2015 and includes data to the end 2014.

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4 During the Inception visit to Oslo between 9-11 November 2015.

5 Categorised in the master database as ‘recipient country’.

6 Projects related to embassies of Cairo, Tel Aviv and Tehran were removed from the list.

7 Accessed at Norad offices between 10-11 November 2015, with support of a Norad staff member. Data extracted from PTA included agreement number, title and partner, implementing institution, 2015 prognosis disbursement and DAC main- and sub-sector codes. Note that budget (prognosis disbursement) was used for 2015 data, rather than actual disbursement as available for 2011-2014 data. Other information such as ‘partner type’ was retrospectively added drawing on existing information.

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8 <http://udtilskudd.regjeringen.no/>

**Verification:** One section from MFA and one section from Norad (Section for the Middle East and North Africa and Section for Civil Society Strengthening) provided lists of their projects relevant to the Syria crisis<sup>9</sup>. Other relevant MFA sections were then requested to verify the projects (for which they had responsibility) that were relevant to the Syria crisis. Section-specific lists for verification were sent to: MFA sections for Cultural Affairs, Global Initiatives, Human Rights and Democracy, Humanitarian Affairs, Multilateral Development Banks, Peace and Reconciliation and UN Policy, as well as Norwegian embassies of Ankara, Beirut, Damascus and Amman. Veri-

fication via email and further interviews (including during country visits) were obtained from eight sections (of nine contacted) and all four Norwegian embassies. Projects attributed to the Education and Development Initiatives sections were also included as these were self-evidently related to the Syria-crisis. Finally, the Section for Humanitarian Affairs provided estimates for 2015 ‘support to Syria and Iraq’ that were used to update the mapping data for 2015<sup>10</sup>.

**The resulting list provided the basis for the mapping of Norwegian ODA support to the Syria crisis between 2011 and 2015 presented here.**

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<sup>9</sup> Budget details for the Syria crisis between 2011-2015 were provided to the consultant team by an MFA staff member on 11 November 2015. A list of relevant Norad projects and organisations were provided to consultants by a Norad staff member on 10 November 2015 by email.

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<sup>10</sup> Received February 2016.

## 4. Mapping of Norwegian Support to the Syria-related Crisis between 2011-2015

Norwegian support into the Syria crisis has increased from NOK 66.6 million in 2011 to more than NOK 1.6 billion in 2015<sup>11</sup>, with the level of support doubling between 2014 and 2015. The number of ‘agreements’ being managed in any one year has increased from 46 in 2011 to 150 in 2015. Whilst a further NOK 200 million (via UNHCR and WFP) was committed to the Syria crisis in December 2015<sup>12</sup>, these funds will now be spent in 2016. The average ‘value’ of each agreement has increased from NOK 1.4 million to NOK 10.8 million during the period.

**TABLE 1:** NORWEGIAN (DEDICATED) SUPPORT FOR THE SYRIA CRISIS

	2011	2012	2013	2014	2015	Total
Total funds allocated (1000 NOK)	66,558	217,830	842,664	799,355	1,614,587	<b>3,540,994</b>
Number of Agreements <sup>13</sup>	46	68	94	107	150	<b>N/A<sup>14</sup></b>

In February 2016, the Norwegian Government committed a further 10 billion NOK to the Syria crisis over the next four years (2016-2019).

11 Note that all figures provided for 2015 are estimates based on information made available to consultants, and according to the methodology described above. The actual level of support is higher, taking into consideration Norway’s ‘unearmarked’ contributions to the Syria crisis via core contributions and framework agreements with Norwegian and international organisations working in the humanitarian sphere in Syria (see below).

12 [www.bistandsaktuelt.no/nyheter/2015/200-mill-mer-til-syria/](http://www.bistandsaktuelt.no/nyheter/2015/200-mill-mer-til-syria/), and personal communication MFA staff member, February 2016

13 An agreement is created annually for each project that receives support from the MFA budget. Several agreements may therefore be created (across different years) for a single project or initiative.

14 Agreements may represent continuations of those in previous years, therefore these figures are not aggregated due to the risk of double-counting.

## RESPONSIBILITY WITHIN THE MINISTRY OF FOREIGN AFFAIRS

Support to the Syria crisis, and for specific agreements, is drawn from budgets across MFA. Responsibility for agreements<sup>15</sup> is managed across 15 MFA Sections, embassies in the region and Norad. The greatest responsibility (in terms of value – NOK) lies with the Section for Humanitarian Affairs, reflecting the nature of the Syria crisis. However there is also an ongoing and increasing level of engagement from other Sections including the Section for Peace and Reconciliation, the Section for the Middle East and North Africa and Embassies in the region.

<sup>15</sup> 'Responsible Unit' as defined in the database, and verified by relevant MFA Sections and Embassies.

<sup>16</sup> The significant increase in MENA budget in 2013 and 2014 reflects the costs of transporting chemical weapons in relation to UNSCR 2118.

<sup>17</sup> Peace and Reconciliation financial contributions are channeled via a range of streams within the Middle East and North Africa section. A precise overview is therefore challenging. Peace and Reconciliation staff were interviewed during the evaluation process.

<sup>18</sup> The Section for Global Initiatives and the Section for Humanitarian Affairs co-funded the 2015 support for education of Syrian refugees in Lebanon. The funds are managed by the Section for Humanitarian Affairs.

**TABLE 2: MFA AND NORAD RESPONSIBILITY FOR ODA RESOURCES FOR THE SYRIA CRISIS 2011-2015 (1000 NOK)**

Agreement by Ministry of Foreign Affairs Section	2011	2012	2013	2014	2015	Total 2011 – 2015
Section for Humanitarian Affairs	34,911	147,657	652,400	482,485	1,286,670	<b>2,603,123</b>
Middle East Section <sup>16</sup>	1,098	3,952	49,043	176,316	82,437	<b>312,846</b>
Section for Peace and Reconciliation <sup>17</sup>	24,714	39,130	40,464	26,736	25,748	<b>156,793</b>
Embassy in Amman/ Jordan	140	811	35,525	38,839	64,947	<b>140,262</b>
Section for Global Initiatives <sup>18</sup>	-	-	-	-	40,000	<b>40,000</b>
Section for Multilateral Development Finance and Global Economic Issues	-	-	30,000	25,000	40,000	<b>95,000</b>
Section for Civil Society Strengthening	-	3,723	12,172	17,365	16,952	<b>50,212</b>
Section for Human Rights and Democracy	3,000	12,724	13,567	14,000	5,403	<b>48,693</b>
Embassy in Beirut/ Lebanon	218	7,439	5,233	11,088	15,114	<b>39,091</b>
Embassy in Damascus/ Syrian Arab Republic	20	279	3,200	6,160	12,000	<b>21,659</b>
Embassy in Ankara/ Turkey	-	-	-	-	11,450	<b>11,450</b>
Section for Recruitment and Personnel	2,457	916	1,061	366	5,148	<b>9,947</b>
Section for Development Initiatives	-	-	-	-	4,436	<b>4,436</b>
Section for UN Policy	-	1,200	-	-	2,380	<b>3,580</b>
Education Section (Norad)	-	-	-	-	2,903	<b>2,903</b>
Section for Cultural Affairs	-	-	-	1,000	-	<b>1,000</b>
<b>Total</b>	<b>66,558</b>	<b>217,830</b>	<b>842,664</b>	<b>799,355</b>	<b>1,614,587</b>	<b>3,540,995</b>



## PARTNERS

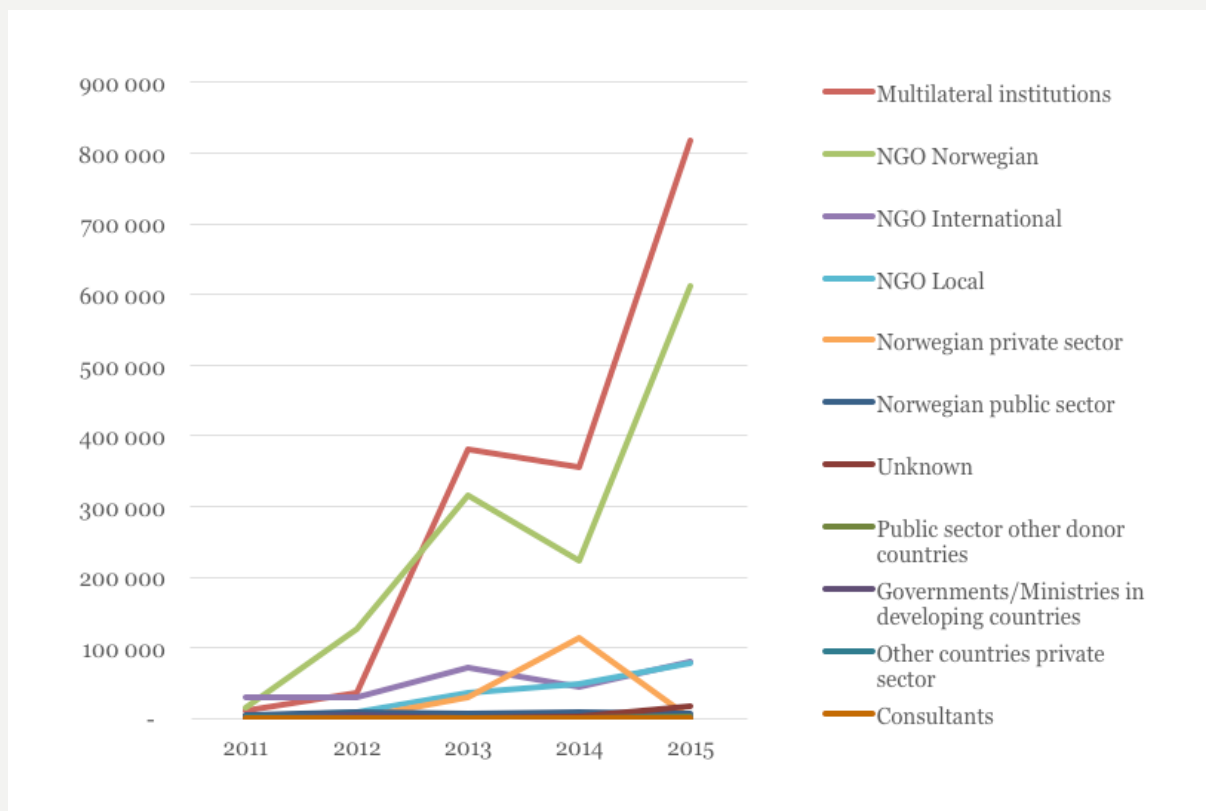
Interventions in Syria and the region are implemented through a range of partners, principally multilateral institutions (45%), Norwegian (26%), international (16%) and local (6%) NGOs, and the Norwegian private (4%) and public sector (1%). Other smaller-scale implementation partners include governments/ministries in developing countries, public sector in other donor countries and private sector in other countries. In most cases the MFA manage agreements directly with implementation partners, whilst some initiatives (for example international and local NGOs) are managed through agreements with intermediaries, such as Norwegian NGOs.

**TABLE 3: NORWAY'S PARTNERS IN ADDRESSING THE CRISIS IN SYRIA**

Ministry of Foreign Affairs agreement and implementation partners 2011-2015		
	Agreement partner	Implementation partner
Multilateral institutions	45.24%	45.09%
NGO Norwegian	36.56%	26.09%
NGO International	7.01%	16.33%
NGO Local	4.92%	6.18%
Norwegian private sector	4.14%	4.14%
Norwegian public sector	1.04%	1.04%
Unknown	0.68%	0.68%
Public sector other donor countries	0.14%	0.15%
Governments/Ministries in developing countries	0.11%	0.14%
Other countries private sector	0.11%	0.11%
Consultants	0.05%	0.05%
Public sector in developing countries	0%	0.003%

The most significant agreement partners through whom support to the Syria crisis is managed are multilateral institutions, as well as Norwegian NGOs. Whilst support through other channels has experienced a more gradual increase between 2011 and 2015, support through these institutions has increased significantly during this time. Support through Norwegian NGOs has, for example, increased from NOK 14.2 million in 2011 to NOK 612.3 million in 2015, whilst targeted support for Syria via multilaterals has increased from NOK 11.1 million to NOK 817.5 million during the same period. A notable increase in support via the Norwegian private sector in 2014 reflects costs of Norway's commitment to destruction of Syria's chemical weapons (implementation of UN Security Council Resolution 2118). The decline in support more broadly in 2014 is likely to reflect the additional humanitarian crises (such as the Ebola outbreak and crises in Iraq and Palestine) that utilised humanitarian resources<sup>19</sup>. This is illustrated in the chart below during 2014.

**FIGURE 2: RESOURCING CHANGES FOR MFA AGREEMENT PARTNERS 2011-2015 (1000 NOK)**

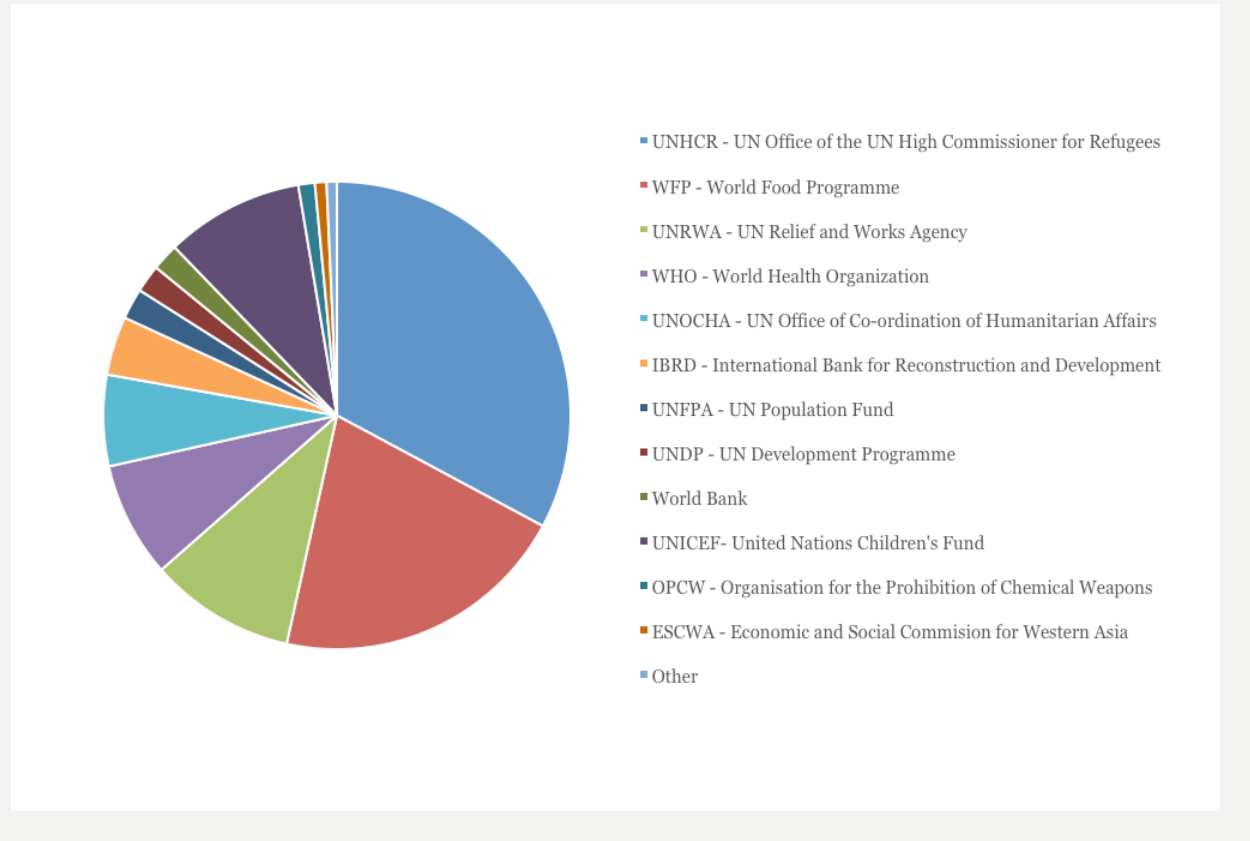


<sup>19</sup> Personal communication, MFA staff member, February 2016

### Support via Multilaterals

Norway channelled support through a total of 19 multilateral institutions (including 12 UN agencies) between 2011 and 2015. The largest agreement partners were UNHCR, WFP, UNRWA, WHO, UNOCHA and IBRD. The vast majority of funds channelled through multilateral agencies are also implemented by these agencies with the exception of the 'Common Space Initiative in Lebanon', which is implemented by a local NGO via UNDP.

FIGURE 3: DEDICATED SUPPORT TO THE SYRIA CRISIS VIA MULTILATERAL ORGANISATIONS 2011-2015



**TABLE 4: ANNUAL SUPPORT TO MULTILATERAL ORGANISATIONS (DEDICATED TO THE SYRIA CRISIS) (1000 NOK)**

Multilateral Agency Agreement Partner (Dedicated Support)	2011	2012	2013	2014	2015	2011 - 2015
UNHCR - UN Office of the UN High Commissioner for Refugees	535	15,000	213,500	65,400	231,634	<b>526,069</b>
WFP - World Food Programme	-	-	9,300	103,000	218,000	<b>330,300</b>
UNRWA - UN Relief and Works Agency	5,500	400	6,000	67,030	82,500	<b>161,430</b>
WHO - World Health Organization	-	10,000	40,000	30,000	47,740	<b>127,740</b>
UNOCHA - UN Office of Co-ordination of Humanitarian Affairs	35	4,000	27,000	22,000	48,000	<b>101,035</b>
IBRD - Int. Bank for Reconstruction and Development	-	-	-	25,000	40,000	<b>65,000</b>
UNFPA - UN Population Fund	-	-	8,100	10,000	16,000	<b>34,100</b>
UNDP - UN Development Programme	3,353	1,000	1,011	2,566	22,649	<b>30,579</b>
World Bank	-	-	30,000	-	-	<b>30,000</b>
UNICEF- United Nations Children's Fund	-	3,025	25,000	24,000	101,199	<b>153,224</b>
OPCW - Org. for the Prohibition of Chemical Weapons	-	-	18,300	-	-	<b>18,300</b>
ESCWA - Economic and Social Commission for Western Asia	-	-	3,200	3,200	6,400	<b>12,800</b>
UN Women	-	-	-	4,000	-	<b>4,000</b>
UN Department of Political Affairs	-	1,200	-	-	2,380	<b>3,580</b>
ILO - International Labour Organisation	1,644	800	-	-	974	<b>3,418</b>
UN Office of the special adviser on the prevention of genocide	-	260	-	-	-	<b>260</b>
UNV - UN Volunteers	-	68	49	-	-	<b>117</b>
IOM - International Organisation for Migration	-	-	-	-	35	<b>35</b>
UNESCO - UN Educational, Scientific and Cultural Org.	-	23	-	-	-	<b>23</b>
<b>Total (Dedicated Multilaterals)</b>	<b>10,532</b>	<b>20,776</b>	<b>167,961</b>	<b>290,796</b>	<b>585,878</b>	<b>1,602,011</b>

In addition, the Section for Humanitarian Affairs and the Section for the Middle East and North Africa of the MFA also provides core support to a number of UN institutions working in the humanitarian sphere in Syria. Core contributions to key relevant institutions supported by the MFA (primarily the Section for Humanitarian Affairs) are detailed in Table 5.

**TABLE 5: CORE CONTRIBUTIONS TO KEY HUMANITARIAN PARTNERS, ALSO WORKING ON THE SYRIA RESPONSE**

Fund/ Organisation (1000 NOK)	2011	2012	2013	2014	2015	Total
CERF <sup>20</sup>	387,300	413,800	439,424	350,176	380,000	<b>1,970,700</b>
ICRC <sup>21</sup>	25,000	30,000	30,000	30,000		<b>115,000</b>
UNHCR	290,000	290,000	300,000	300,000	300,000	<b>1,480,000</b>
UNOCHA	90,000	85,000	65,000	70,000	70,000	<b>375,000</b>
UNRWA <sup>22</sup>	150,000	150,000	150,000	150,000	150,000	<b>750,000</b>
WFP	145,000	145,000	145,000	145,000	145,000	<b>725,000</b>
<b>Total</b>	<b>1,087,300</b>	<b>1,113,800</b>	<b>1,129,424</b>	<b>1,040,176</b>	<b>1,045,000</b>	<b>5,415,700</b>

Core support to CERF, UNHCR, UNOCHA, and ICRC have consistently been identified by the Norwegian government as priority mechanisms

for delivering ‘relevant and effective’ humanitarian aid, including in Syria<sup>23</sup>. Contributions to these funds have broadly remained stable since the start of the Syria crisis in 2011. The Section for Humanitarian Affairs has also provided further support to WFP during the period through two framework agreements (between 2012 and 2015, and totalling NOK 129.2 million) aimed to support their work in ‘preparedness, prevention and reducing vulnerability’ and other activities, including nutrition.

<sup>20</sup> Central Emergency Response Fund. It is estimated that 37 million of CERF funds were directed to SHARP (Syria crisis) in 2012 and 2013 (Source: MFA Internal Document). Estimate for 2014 and 2015 not known.

<sup>21</sup> The contribution to ICRC in 2015 is likely to be incorporated into the ICRC framework agreement.

<sup>22</sup> Core contributions to UNRWA come from the budget of Section for the Middle East and North Africa and have been directed towards support for Palestinian refugees. The estimated contribution to the Syria crisis from this annual contribution (65.5 million in 2014 and 2015) has been incorporated in the overall mapping figures. The estimate was provided by the Section for the Middle East and North Africa.

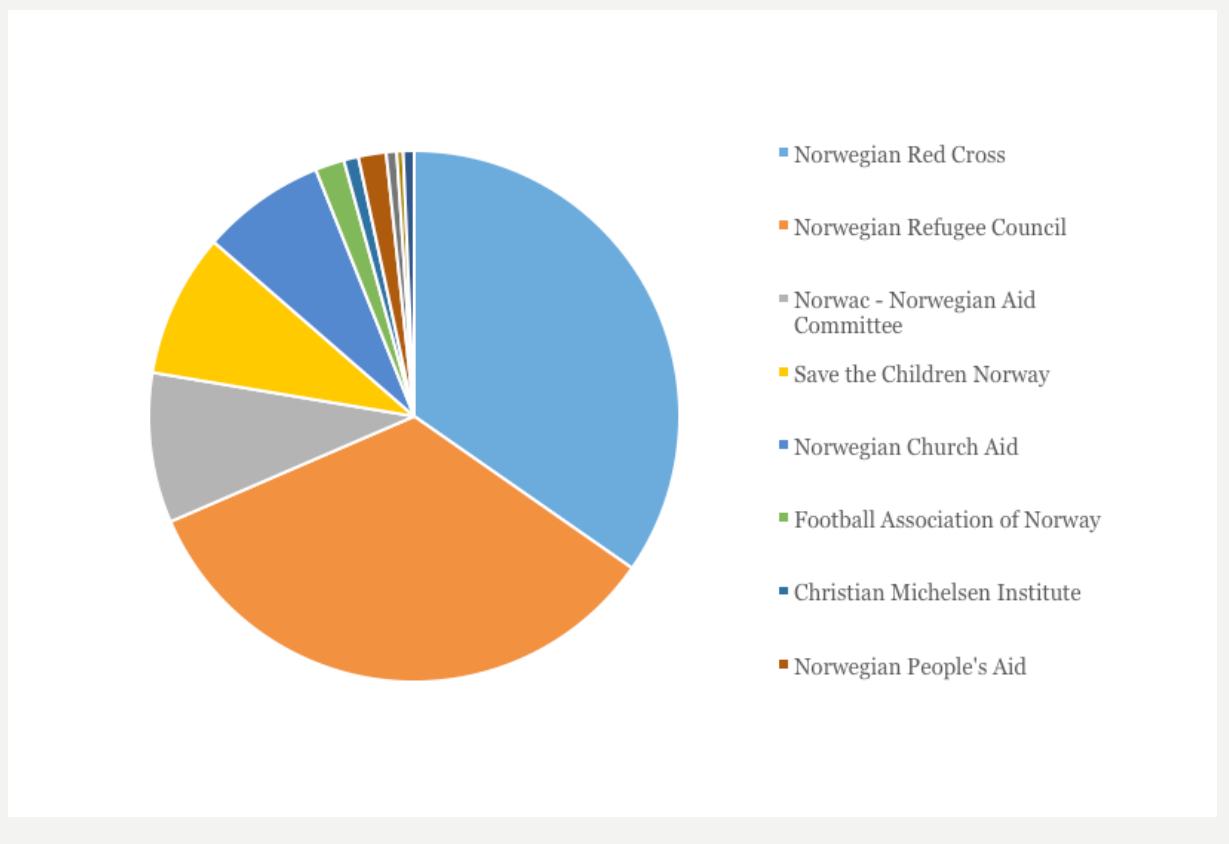
<sup>23</sup> MFA internal document

Within framework agreements, NOK 437m was found to be allocated to Syria, and NOK 11m to Iraq, with NOK 40m and 25m to Lebanon and Jordan respectively.

### **Support via Norwegian NGOs**

Of the NOK 1.3 billion (36.6%) dedicated support through a total of 15 Norwegian NGOs between 2011-2015, the largest agreement partners were Norwegian Red Cross, Norwegian Refugee Council, Norwegian Aid Committee, Save the Children Norway, Norwegian Church Aid and the Football Association of Norway. Roughly a quarter of funds channelled through agreements with Norwegian NGOs are then implemented by other institutions including 330 million by international NGOs (ICRC and Save the Children) for emergency support and education, 39 million through local NGOs (principally Norwegian Church Aid and Save the Children), and 1.5 million to the private sector for media work.

**FIGURE 4:** DEDICATED SUPPORT TO THE SYRIA CRISIS VIA NORWEGIAN NGOS 2011-2015



Many of these organisations also represent the Norwegian partners with whom the Section for Humanitarian Affairs holds multi-year framework agreements.

**TABLE 6:** ANNUAL SUPPORT TO NORWEGIAN NGOS (DEDICATED TO THE SYRIA CRISIS) (1000 NOK)

Norwegian NGO Agreement Partners (Dedicated Support)	2011	2012	2013	2014	2015	Total
Norwegian Red Cross	-	60,000	128,000	66,000	195,000	<b>449,000</b>
Norwegian Refugee Council	1,500	21,000	123,000	92,000	200,394	<b>437,894</b>
Norwac - Norwegian Aid Committee	6,300	21,300	21,600	22,581	46,367	<b>118,148</b>
Save the Children Norway	-	2,622	2,808	33,316	74,495	<b>113,241</b>
Norwegian Church Aid	2,200	12,057	10,000	- 98	73,755	<b>97,915</b>
Football Association of Norway	-	-	19,063	638	3,244	<b>22,945</b>
Christian Michelsen Institute	-	-	3,848	4,459	3,261	<b>11,567</b>
Norwegian People's Aid	-	1,101	2,728	2,307	15,745	<b>21,881</b>
Church of Norway Council of Ecumenical and International Relations	1,683	3,359	1,455	1,700	-	<b>8,197</b>
Norwegian Institute of Journalism	-	3,224	1,857	-	-	<b>5,081</b>
FAFO Research Foundation	1,723	-	1,804	198	-	<b>3,725</b>
PRIO - International Peace Research Institute, Oslo	189	1,094	-	890	-	<b>2,173</b>
LNU - Landsrådet for Norges barne- og ungdomsorganisasjoner	-	1,078	-	-	-	<b>1,078</b>
BI - Handelshøyskolen BI	-	1,000	-	-	-	<b>1,000</b>
Stiftelsen Abildsø Cooperation	650	-	-	-	-	<b>650</b>
<b>Total</b>	<b>14,246</b>	<b>127,835</b>	<b>316,164</b>	<b>223,991</b>	<b>612,261</b>	<b>1,294,495</b>

### **Framework Agreements with the Section for Humanitarian Affairs**

An estimated 18% of humanitarian aid was channelled through framework agreements with nine organisations in 2014. Since 2009/10 the Section for Humanitarian Affairs has established partnerships with key Norwegian and international organisations (selected on the basis of key competencies) via a series of thematic and geographically-based framework agreements with key Norwegian and international partners.

Key thematic partnerships have been established with Norwegian Refugee Council (NORCAP), Norwegian People's Aid (land mines and humanitarian disarmament), Norwegian Red Cross (humanitarian disarmament and building resilience), Norwegian Church Aid (water and sanitation, and from 2015 addressing gender-based violence), and Save the Children Norway (education). Other relevant agreements were established with Norges Forskningsråd (Research into Humanitarian Affairs, HUMPOL), Action on Armed Violence and International Campaign to Ban Land Mines and the Cluster Munition Coalition (armed violence, disarmament, mine and cluster munitions). On the basis of evaluations of framework agreements with the section for Humanitarian Affairs and towards increasing effectiveness given resources, the MFA determined to retain/renew NNGOs and not renew those with INGOs. The WFP framework agreement is also considered to have delivered good results.<sup>24</sup>

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<sup>24</sup> MFA Internal Document



**TABLE 7: FRAMEWORK AGREEMENTS WITH THE SECTION FOR HUMANITARIAN AFFAIRS (RELEVANT TO SYRIA) (1000 NOK)**

Organisation	Focus	2011	2012	2013	2014	2015	Total
Norwegian Church Aid 2013-2015 <sup>25</sup>	Gender-based Violence	-	-	-	306	4,000	<b>4,306</b>
Norwegian Church Aid 2015-2017	WASH	-	-	44,151	105,369	103,054	<b>252,574</b>
Norwegian People's Aid 2009-2011	Mine and Cluster munition	95,900	-	-	-	-	<b>95,900</b>
Norwegian People's Aid 2012-2014 <sup>26</sup>	Humanitarian Disarmament	-	100,000	100,000	100,000	-	<b>300,000</b>
Norwegian People's Aid 2015-2017 <sup>27</sup>	Humanitarian Disarmament	-	-	-	-	-	-
Norwegian Red Cross 2013-2015	Health Care in Danger	-	1,725	1,522	3,349	-	<b>6,596</b>
Norwegian Red Cross 2012-2014	Disaster Risk Reduction and Preparedness	36,620	41,862	56,965	72,000	-	<b>207,447</b>
Norwegian Red Cross 2012-2014	Armed Violence	-	35,000	37,785	37,500	-	<b>110,285</b>
Norwegian Red Cross 2015-2017 <sup>28</sup>	Global Cooperation Agreement	-	-	-	-	5,000	<b>5,000</b>
Save the Children 2013-2015	Education in Emergencies	-	-	36,600	6,800	-	<b>43,400</b>
Norwegian Refugee Council 2013-2015	Global Partnership Agreement	-	-	27,500	28,750	26,500	<b>82,750</b>
Norwegian Refugee Council 2012-2014	NORCAP 2012 - 2014	-	79,381	113,780	116,916	102,276	<b>412,354</b>
<b>Total</b>		<b>132,520</b>	<b>257,968</b>	<b>418,303</b>	<b>470,990</b>	<b>240,830</b>	<b>1,520,612</b>

25 The original budget for the framework agreement has increased significantly as a result of increased WASH programmes globally, including in Syria (Source: MFA internal document)

26 MFA internal document

27 Likely to be at least NOK 100 million per year, from and including 2015 (Source: MFA internal document)

28 Framework agreement with the Norwegian Red Cross with the overall goal of building increased community resilience. Covers the thematic areas of health in emergencies, disaster risk reduction and disaster management, protection (prevent and mitigate the humanitarian consequences of armed conflict and violence), and social inclusion of vulnerable groups.

### ***International and local NGOs***

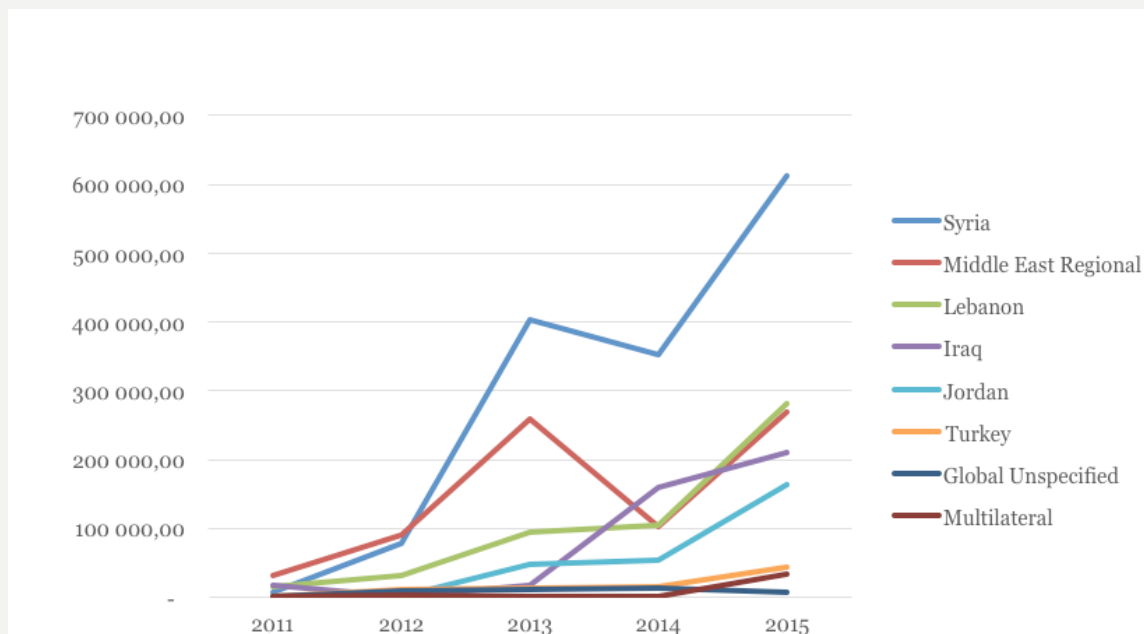
MFA agreements with international NGOs and local NGOs comprised 7% (NOK 248.3 million) and 5% (NOK 174.2 million) of total investment in the Syria crisis, respectively. Within the 29 international NGO agreement partners the greatest level of funding was channelled through Save the Children (41%), International Media Support (15%), Right to Play (9%), ICRC (8%) and European Council on Foreign Relations (6%). Agreements have also been directly established with 39 local NGOs, with the majority of funding awarded to the local office of Norwegian People's Aid (70%) and 3% funds being delivered via each of Commission for Justice and Accountability, Common Space Initiative, and Save the Children. Therefore 30% of agreements with local partners were channelled through 38 local NGOs.

In terms of implementation, a total of NOK 578.3 million (16.3%) support dedicated for the Syria crisis was implemented via 29 international NGOs, whilst 218.7 million NOK (6.2%) was implemented by 39 local NGOs.

## 5. Support by Recipient Country

Investment across the region, and to specific countries, has also increased since 2011. Investment destined for Syria itself has sharply increased, particularly since 2012, whilst support through Lebanon, and to a lesser extent Jordan, has steadily increased from the beginning of the crisis in 2011. The majority of support to Iraq started in 2013, and to Turkey in 2014. Support to the Middle East region has been high but varied throughout the period, with a lower level of investment in 2014 and 2015.

**FIGURE 5:** SUPPORT TO SYRIA AND NEIGHBOURING COUNTRIES 2011-2015 (1000 NOK)



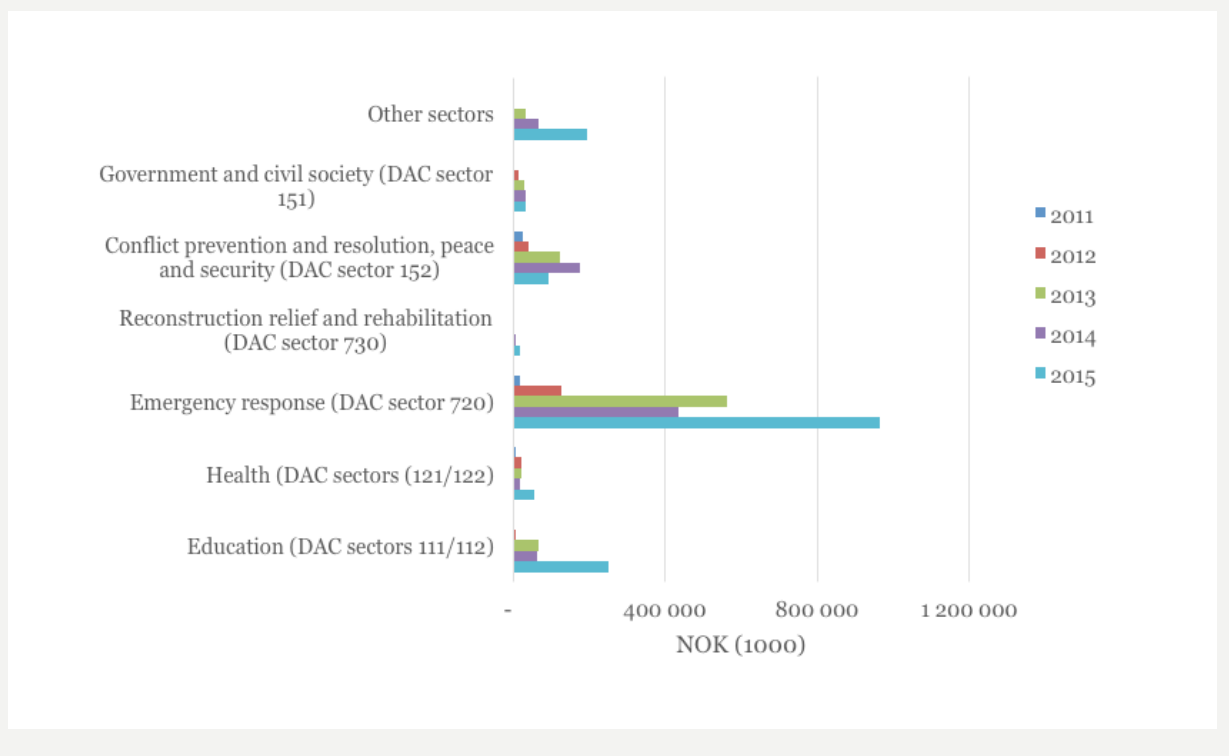
**TABLE 8:** SUPPORT TO AFFECTED COUNTRIES 2011-2015 (1000 NOK)

Recipient Country	2011	2012	2013	2014	2015	Total
Syria	5,553.48	77,762.44	404,518	353,671	612,906	<b>1,454,410</b>
Middle East Regional	30,694.41	89,899.10	258,082	102,393	269,012	<b>750,081</b>
Lebanon	12,972.73	30,360.57	92,611	103,648	279,880	<b>519,472</b>
Iraq	15,742.23	-	16,950	158,872	209,626	<b>401,191</b>
Jordan	1,345.00	116.00	47,794	53,771	162,999	<b>266,024</b>
Turkey	250.00	9,991.97	12,000	15,000	42,535	<b>79,777</b>
Global Unspecified	-	8,500.00	10,710	12,000	5,250	<b>36,460</b>
Multilateral	-	1,200.00	-	-	32,380	<b>33,580</b>
<b>Total</b>	<b>66,557.85</b>	<b>217,830.08</b>	<b>842,664</b>	<b>799,355</b>	<b>1,614,587</b>	<b>3,540,995</b>

## 6. Support by OECD DAC Sector

The intended purpose of funds according to OECD DAC aid management sector criteria has also been established. The most significant levels of support have been directed towards emergency response (DAC sector 720<sup>29</sup>). This has increased from NOK 19.1 million in 2011 to NOK 965.9 million (60% total investment) in 2015 and includes Syria food assistance delivered by WFP, UNHCR RRP and SHARP, and education in emergencies via Save the Children and Norwegian Refugee Council. Support to ‘conflict prevention and resolution, peace and security’ (DAC sector 152<sup>30</sup>) has also received a high and increasing level of support, although this decreased from NOK 177 million in 2014 to NOK 92.3 million in 2015. These initiatives include the UNDP Common Space Initiative, Right to Play’s work with Syrian refugees in Jordan, and Implementation of UNSCR 2118.

**FIGURE 6:** TARGETING OF NORWEGIAN SUPPORT TO THE SYRIA CRISIS BY OECD DAC SECTOR 2011-2015



29 Norwegian support contributes towards sub-sectors: 10 - Material relief assistance and services; 40 - Emergency food aid; and 50 - Relief co-ordination; protection and support services

30 Incorporates support towards sub-sectors: 10 - Security system management and reform; 20 - Civilian peace-building, conflict prevention and resolution; 30 - Participation in international peacekeeping operations; and 50 - Removal of land mines and explosive remnants of war

Support for education (DAC sectors 111/112<sup>31</sup>) for refugees in Syria and in the region has gradually increased since the start of the crisis, increasing from NOK 5.5 million in 2011 to NOK 251.1 million in 2015. Education, notably in emergencies and protracted crises, is a top priority of the current government, and Norway has taken a leading role globally on this issue, reflected in its leading role on education as one of the co-host of the Syria Donor Conference in London in February 2016. Organisations that implement these projects include Save the Children, UNICEF and Right to Play. In addition, a number of emergency response initiatives (DAC Sector 720, discussed above) also seek to address education including NOK 25 million

initiatives delivered by Save the Children Norway, NOK 20 million through Norwegian Refugee Council, and NOK 3 million through Save the Children International in 2014 and 2015. During the current year support for education (DAC sectors 111/112) surpassed the level of support for 'conflict resolution, peace and security', reflecting the priority placed by the Norwegian government on education.

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31 111 - Education, level unspecified incorporates support towards: 10 - Education policy and administrative management; 20 - Education facilities and training; and 82 - Educational research. 112 - Basic education incorporates: 20 - Primary education; and 30 - Basic life skills for youth and adults

Between 2011 and 2015 Norwegian investment has also supported ‘government and civil society’ (DAC sector 151<sup>32</sup> - including work with media, journalists and women’s groups), ‘health’ (DAC sectors 121/122<sup>33</sup> - including support through NORWAC), ‘reconstruction and rehabilitation’ (DAC sector 730 – including support for Nahr El Bared Camp reconstruction by UNHCR), and other sectors<sup>34</sup>. A detailed overview of Norwegian support by sector is provided in Table 9.

**TABLE 9: SUPPORT BY OECD DAC SECTOR (NOK 10 000)**

Project Objective – DAC Sector & Sub-sector	2011	2012	2013	2014	2015
111 - Education, level unspecified	5,500	3,023	41,160	50,824	<b>110,992</b>
112 - Basic education	-	2,622	27,808	12,054	<b>140,137</b>
121 - Health, general	500	15,025	15,500	2	<b>76</b>
122 - Basic health	6,300	6,300	6,600	17,583	<b>57,300</b>
130 - Population policies/programmes and reproductive health	-	-	-	198	<b>35</b>
151 - Government and civil society, general	4,971	16,158	29,676	32,406	<b>34,334</b>
152 - Conflict prevention and resolution, peace and security	25,258	40,642	123,315	176,958	<b>92,315</b>
160 - Other social infrastructure and services	20	681	600	1,000	<b>1,172</b>
410 - General environmental protection					<b>92</b>
430 - Other multisector	3,439	3,011	31,702.00	-	<b>33,937</b>
720 - Emergency Response	19,070	128,868	564,823	436,304	<b>965,944</b>
730 - Reconstruction relief and rehabilitation	1,500	300	1,480	6,530	<b>17,000</b>
910 - Administration costs/multilateral	-	1,200	-	-	<b>67,880</b>
998 - Unallocated/unspecified	-	-	-	-	<b>5,000</b>
Unknown				65,500	<b>88,525</b>
<b>Total (DAC Main Sector Codes)</b>	<b>66,558</b>	<b>217,830</b>	<b>842,664</b>	<b>799,355</b>	<b>1,614,587</b>

32 Incorporates sub-sectors: 10 - Public sector policy and administrative management; 30 - Legal and judicial development; 50 - Democratic participation and civil society; 51 – Elections; 53 - Media and free flow of information; 60 - Human rights; and 70 - Women’s equality organisations and institutions

33 121 - Health, general incorporates support towards: 10 - Health policy and administrative management; and 91 - Medical services. 122 - Basic health incorporates support towards: 20 - Basic health care; and 81 - Health personnel development

34 Including: 130 - Population policies/programmes and reproductive health, 160 - Other social infrastructure and services, 410 - General environmental protection, 430 - Other multisector and 910 - Administration costs/multilateral.

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