

2017

RESULTS REPORT

Knowledge to fight poverty

Capacity development of the public sector
in developing countries

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Foreword

Capacity development of the public sector in developing countries is one of the most important contributions that Norway can make in the fight to eradicate global poverty by 2030.

Capacity development is a matter of helping governments in developing countries to manage their natural resources in the best interests of their people, as Norway has done successfully with petroleum, fisheries and hydropower. It is about helping to establish legislation and judicial systems that endure, irrespective of who wins the next election, as well as fair systems of taxation and functioning national audits. It also concerns helping countries to build systems that enable them to use their revenues to provide health services and education to their populations.

Capacity development of the public sector has long been a central aspect of Norwegian development cooperation with developing countries. This year's results report summarises many of the experiences gained, and provides 22 specific examples of the results

of these efforts. Much has gone well, some things less well. We need to learn from both.

For example, Norway has helped to bring Mozambique closer to its objective of national electrification. In the early 1980s, while the civil war still raged, the Norwegian Water Resources and Energy Directorate (NVE) instituted a twinning arrangement with the energy authorities in Mozambique. When the civil war ended in 1992, the power grid covered 15 districts. It now covers 147 of the country's 154 districts. This cooperation has helped in the training of more than eight hundred employees in various state institutions in Mozambique. That is what capacity development is all about.

Our experience is that it may take a long time before we see the results of cooperation on capacity development. The best results are achieved when the cooperation is based on knowledge and respect for local conditions. Without an understanding of the power relations, the culture and the traditions, it is extremely difficult to achieve lasting results. It is one thing to know what works in Norway, but quite another to have the wisdom to enable this to work in poor countries on the other side of the globe.

Sharing of knowledge and experience will be ever more important in the years to come. The large disbursements are increasingly channelled through international funds and multilateral organisations. This makes technical cooperation even more essential in the direct cooperation between Norway and the developing countries.

If the Sustainable Development Goals are to be achieved, every country must have access to adequate knowledge, and the capacity to use that knowledge in a prudent manner. Norway possesses considerable knowledge and experience from public management and state-building, areas in which advice is requested by developing countries. And we have the will, the capacity and the funding needed to participate in long-term cooperation with countries that request so. This knowledge bank is one of the most important contributions that Norway can make in the effort to ensure that poor countries also achieve the Sustainable Development Goals in the twelve years remaining until 2030.

11 December 2017

JON LOMØY

Director General

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Main messages



1 THE SUSTAINABLE DEVELOPMENT GOALS REQUIRE KNOWLEDGE AND CAPACITY

In order to achieve the Sustainable Development Goals, the public sector in developing countries must have the capacity to fulfil its mandate. The developing countries increasingly request technical advice, and view enhanced capacity and economic development as crucial in order to become independent of development assistance.

2 DEVELOPING COUNTRIES REQUESTS NORWEGIAN COMPETENCE

Programmes such as Oil for Development, Tax for Development, Fish for Development, and Gender Equality for Development are based on requests from partner countries. Support through these programmes have helped to improve systems in many institutions. In several cases the results of the work can be seen at societal level.

3 NO NEED FOR HASTE

Capacity development happens gradually. Long-term support facilitates predictability and adaptation over time.

4 NEED TO UNDERSTAND LOCAL CONDITIONS

An understanding of local conditions and power dynamics is essential to achieve changes in governance and public management. Without political will, no change will come about. The best solutions are rooted in local needs.

5 MOST DIFFICULT WHERE THE NEEDS ARE GREATEST

In fragile states the quality of the public sector is low. There are few existing structures, a low level of education and limited resources to develop and maintain capacity.

6 TECHNICAL COOPERATION IS IMPORTANT FOR NORWAY

While Norwegian expert groups can make valuable contributions, their involvement also contributes to knowledge that benefits Norway, not least in international normative work.

7 TAX-RELATED ASSISTANCE IS ESSENTIAL

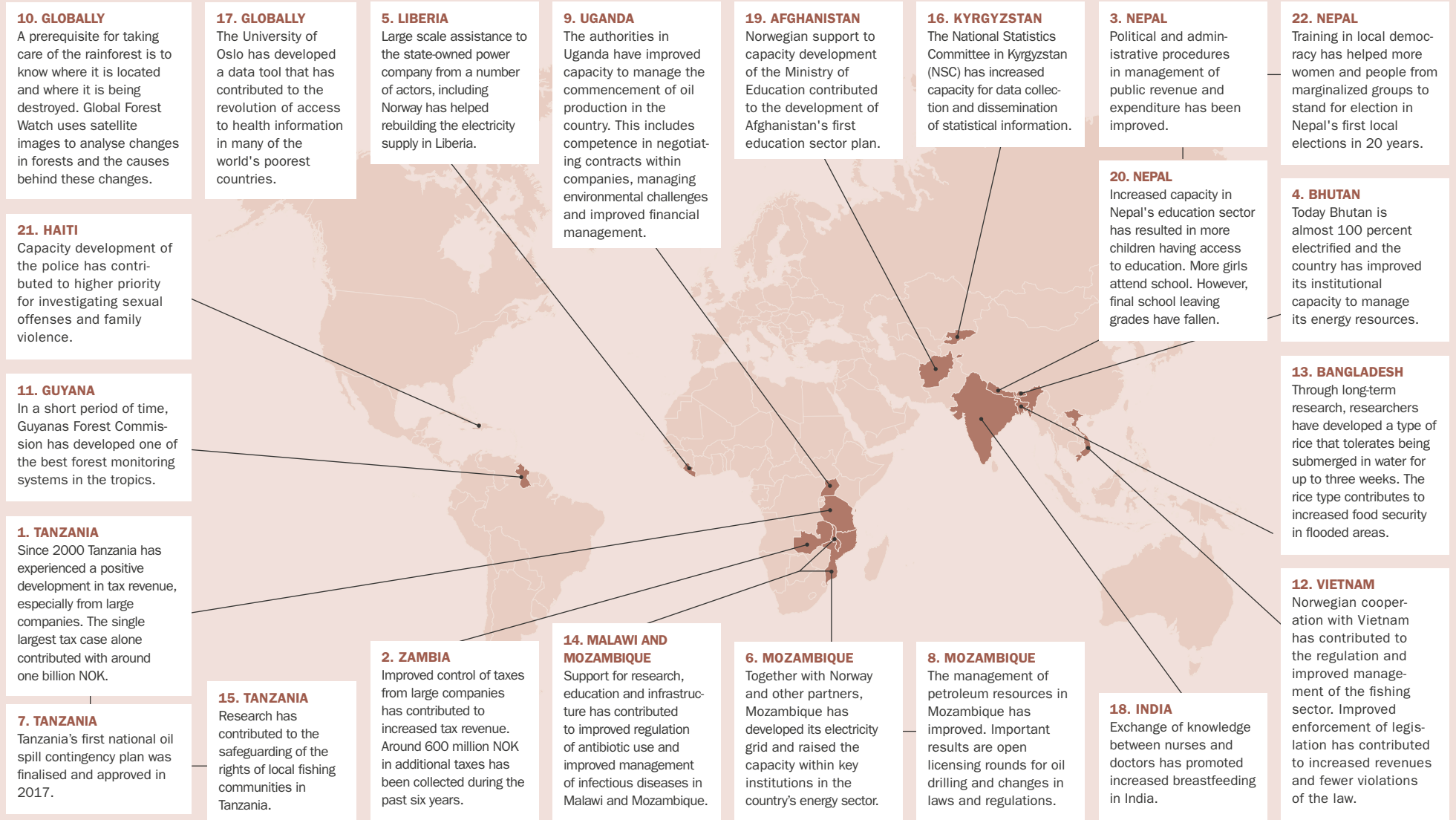
Public revenues are a pre-condition for sustainable development. Authorities must have revenues to finance infrastructure and services. It is equally important to use money in the best interests of society as a whole.

8 SKILLED TECHNICAL EXPERTS ARE NOT ENOUGH

Capacity development must be embedded in institutions on both sides of the partnership to avoid overdependence on individuals.



Results map





1

Knowledge for development

In 2015, the UN's 193 Member States adopted 17 Sustainable Development Goals. Weak capacity within the public sector is an obstacle to achieving the SDGs. Developing countries are seeking advice on technical fields, management and administration in many sectors. Technical cooperation will in future become even more essential in the direct cooperation between Norway and the developing countries.

This year's results report deals with capacity development of the public sector in Norway's partner countries. The objective of capacity development is to improve implementation capacity in the form of effectiveness and quality. This entails, for example, the sound management of petroleum resources, sustainable management of fishery resources, appropriate taxation of international companies, the way in which public ownership and the private market are combined in the energy sector, and strengthening of women's rights and gender equality.

Increased capacity is an instrument for achieving overall objectives. It is the effects of increased capacity that are important. One example is capacity development in tax administration in which the objective is to increase tax revenues. Another example is increased capacity in the education sector in which the aim is to improve learning outcomes.

In this report, the definition of 'capacity' is understood as the ability of people, organisations and society as a whole to manage their affairs successfully.¹ 'Capacity development' is understood as the process whereby people, organisations and society as a whole unleash, strengthen, create, adapt and maintain capacity over time.²

1 OECD (2006), *The Challenge of Capacity Development: Working Towards Good Practice*, p. 12.

2 Ibid.



On the way to school. Mabura Hill, Guyana. PHOTO: Ken Opprann

Capacity development was also the topic of [Norad's Results Report 2010](#).³ Many of the examples are new, while others illustrate the developments from the previous report.

Norway has prioritised capacity development in development cooperation for many years. Assistance is provided in the form of personnel, training, research or economic support.

Part 2 describes how Norway contributes to capacity development in various sectors, and provides numerous examples of the results of capacity development.

Part 3 presents statistics on the quality of governance in countries that receive Norwegian

3 Norad (2010), *Results Report 2010 - Capacity development: Building societies capable of sustaining themselves*.



Illustration photo from Georgetown in Guyana. PHOTO: Ken Opprann

development assistance, as well as a general statistical overview of Norwegian aid.

Some studies have estimated that capacity development comprises about 20 per cent of Norwegian aid.⁴ The actual percentage is larger because capacity development is integrated into most projects. Almost half of Norwegian aid is channelled through multilateral organisations that identify capacity development as one of their most important tasks.

Internationally there is no generally accepted approach to quantifying capacity development. As such, it is not possible to quantify Norway's contribution to capacity development in exact terms. An overall assessment indicates that a

4 See e.g. Norad (2015), *Evaluation of Norwegian Support to Capacity Development*.

large percentage of the assistance goes to low-income countries in Africa.

Norway has a large public administration, and a substantial share of the total resources in society is used for services delivered by the public sector. This situation has developed over time in Norway. Many of Norway's partner countries do not have sufficient resources or capacity to deliver basic services. Some countries have made a conscious decision to use service providers outside the public sector.

One of the recommendations in the World Bank's [World Development Report 2017](#) is that donors and others who contribute to capacity development are aware that institutions in partner countries can be organised in a different way and may not resemble those of donor countries. The report recommends focusing on the function that the institution is intended to serve, rather than copying one's own institutions. It is also important to understand the power relations that affect how the institutions function.

CAPACITY DEVELOPMENT IS CRITICAL FOR ACHIEVING THE SUSTAINABLE DEVELOPMENT GOALS

In 2015, the UN's 193 Member States adopted the [Agenda for Sustainable Development](#) up to 2030 with 17 Sustainable Development Goals which together are intended to end poverty, slow



The Sustainable Development Goals were agreed upon by the UN member states in 2015. The goals are relevant for all countries. Capacity development is decisive for developing countries to achieve the goals.

climate change and combat inequalities. Weak capacity within the public sector is an obstacle to achieving the Sustainable Development Goals. In a number of resolutions in the past two decades, the UN General Assembly has emphasised that capacity development is necessary for reaching international development goals.

To achieve the Sustainable Development Goals, it is crucial that government authorities and the public sector in developing countries have sufficient capacity to carry out their social mission. This implies enacting laws and having

well-functioning institutions that enforce those laws. The authorities are responsible for ensuring that the rights of the population are respected, in part by providing access to basic services such as health care and education. To develop adequate services, the public sector depends on funding, institutions and service providers. In addition, the authorities rely on demographic and economic data to prepare national budgets and plan services to be provided.

Partner countries ask for knowledge

A report from the OECD⁵ shows that middle-income countries, and countries that believe that they will be less dependent on aid in the future, anticipate having higher government revenues from extraction industries and taxes, as well as from efficiency measures and reduced corruption. They are seeking advice on technical fields, management and administration, as well as on creating a framework for private investment that will provide income for service delivery to the population. According to the report, they also expect to face challenges related to economic growth, agriculture and natural resources management, adaptation to climate change and meeting the needs of the poorest people in society. These challenges require knowledge and capacity. Technical assistance is therefore an increasingly important aspect of bilateral cooperation.

Domestic revenue mobilisation and sound financial management

Low domestic revenue limits the ability of government authorities to offer basic services. Target 17.1 of the Sustainable Development Goals encompasses greater mobilisation of national resources. Capacity development can enhance the ability to manage resources in key sectors and improve a country's revenue base. This may entail development of public financial

⁵ Davies and Pickering (2015), Making development cooperation fit for the future, a survey of partner countries. OECD working paper no. 20.



Street market in Lazytown in the capital of Guyana, Georgetown. PHOTO: Ken Opprann

management, systems for public procurements, tax authorities, national auditing activities, etc. An example of this is [Norway's support for better financial management in Nepal](#).

In its [World Development Report 2017](#), the World Bank shows that development assistance comprises a decreasing share of the GDP in developing countries and that revenues from the

private sector are on the rise.⁶ Business development and sustainable economic growth are important objectives for most developing countries. They want to attract investment and not be reliant on foreign aid. A well-functioning business sector is essential for creating jobs and economic growth, thereby contributing to poverty reduction. Business development lays the foundation for tax revenue that can finance

⁶ The World Bank (2017), World Development Report, p. 268.

crucial infrastructure and public services. Public services such as healthcare and education cannot be financed in a sustainable manner without a private sector that generates profits and pays taxes.⁷ [Read more about Norway's contribution to capacity development in the area of taxation in Part 2.](#)

Taxation involves more than money. Collecting taxes can help to enhance accountability and effectiveness, especially if it is clearly tied to service delivery for the population.⁸ Studies of sub-Saharan Africa show that paying taxes increases political participation among the population.⁹ Domestic revenue mobilisation includes collecting taxes from companies and earning revenues from natural resources. It assumes that regulations and systems for taxing industry are in place. This also entails developing systems for issuing licenses for natural resource extraction, establishing regulations on health, safety and environment, and creating framework conditions for attracting foreign investment. This is normally a pre-requisite for the willingness of private actors to invest in high-risk, challenging markets.¹⁰ Norway contributes to capacity develop-

7 Report to the Storting 35 (2015) Working together: Private sector development in Norwegian development cooperation.

8 World Development Report 2017, p. 270.

9 Broms, Rasmus (2015), 'Putting up or shutting up: on the individual-level relationship between taxpaying and political interest in a developmental context'. *Journal of Development Studies* 51 (1), pp. 93–109.

10 Report to the Storting 35 (2014-2015) Working together: Private sector development in Norwegian development cooperation

ment for better regulation of the private sector, for example through [regulation of the petroleum sector](#) in countries with large oil and gas reserves.

Sustainable management of natural resources

Poor and marginalised groups are affected the most by climate change and weak public management of natural resources.¹¹ The impacts of climate change and environmental degradation constitute some of the greatest threats to sustainable development. Sound management of the environment and natural resources is crucial for economic development. Several of the Sustainable Development Goals focus primarily on climate and the environment.

According to the UN's Intergovernmental Panel on Climate Change, about 24 per cent of anthropogenic greenhouse gas emissions come from forestry and agriculture. Sustainable Development Goals 13 and 15 entail better management of forest resources. Norway's largest climate initiative focuses on climate and forests, and aims to reduce CO₂ emissions from tropical forests while also contributing to poverty reduction and sustainable development for people who live in and are dependent on the forest. Read more about Norway's work with [capacity development for better forest management](#) and compliance with international obligations in Part 2.

11 Report to the Storting 24 (2016-2017) Common Responsibility for a Common Future. The Sustainable Development Goals and Norway's Development Policy.

The energy sector accounts for more than 60 per cent of global greenhouse gas emissions. The largest volume of emissions comes from transport and energy production from fossil fuels. Sustainable Development Goal 7 entails providing everyone with access to clean energy. Renewable energy is a key component of the climate initiative and Norway's focus on business development and job creation. Read more about [Norway's support to the development of clean energy](#) in Part 2.

Efforts related to climate-smart agriculture, in which new cultivation methods are used and new varieties are introduced, are an example of adaptation to climate change. [The example of results from Bangladesh](#) on the work with scuba rice is an example of how co-financing from multiple donors and international research activity can help poor farmers affected by climate change.

The oceans must serve as a food supply in order to achieve the Sustainable Development Goals regarding poverty, hunger, food security and better nutrition. Norway supports the efforts of poor countries to implement international conventions and treaties on biological diversity. Norway has been providing assistance on fisheries management for over 50 years. Read more about [Norway's support to improve the management of fishery resources.](#)



Health personnel at Mchinji district hospital are trained to use the health information system DHIS2. PHOTO: Marte Lid

Access to data and national statistics is necessary for social planning

Many developing countries lack the most basic official statistics. They do not have reliable figures for their country's population, the number of people living in poverty, where they live and who they are. According to an OECD report on development data, 77 countries in 2017 lacked data on poverty.¹² This makes it difficult to formulate and

implement an effective policy to fight poverty. Many developing countries do not know how many companies are doing business in their countries and what their turnover is. This has major consequences for the potential of government authorities to formulate sound economic policy. Without a national overview of the economy, the authorities cannot set realistic levels of taxes and duties.

¹² OECD (2017), Development Co-operation Report 2017: Data for Development, OECD Publishing, Paris.

The OECD report notes that many countries lack sufficient capacity to gather and publish national statistics.¹³ One of the targets under Sustainable Development Goal 17 is increasing developing countries' use of reliable data and that donor countries must support capacity development in the area of statistics. Reliable data is also necessary for the ability to submit reports on the Sustainable Development Goals.¹⁴ Moreover, statistics are a tool for reporting on progress made and results achieved.¹⁵

Norway contributes to capacity development in the area of statistics, in part through Statistics Norway. In addition, Norway supports initiatives through the World Bank to strengthen national statistical offices. Read more about Norway's support to statistics development on [page 82](#). An example of the work carried out by Statistics Norway is [capacity development in Kyrgyzstan](#), which has helped to increase confidence in data from the national statistical office. The health information system DHIS2, presented on [page 91](#), was developed at the University of Oslo, and is an example of Norway's contribution to improving systems for data collection in the healthcare sector.

¹³ OECD (2017), Development Co-operation Report 2017: Data for Development, OECD Publishing, Paris.

¹⁴ OECD (2017), Development Co-operation Report 2017: Data for Development, OECD Publishing, Paris.

¹⁵ A. Eidhammer (2017), Malawi a place apart.

Capacity to deliver services

Government authorities are responsible for ensuring that the population's right to access to basic services such as healthcare and education are safeguarded and that those who deliver the services follow national standards and sector plans. Inadequate delivery of services such as healthcare and education is usually the most visible sign of a weak public management.

Many donors provide support to both the public sector and civil society to ensure better service delivery. Some donors, including Norway, also support the efforts of civil society organisations to raise awareness among the population of their rights and how they can demand better services. See [Norad's Results Report 2016](#) on the role of civil society for more information.

Norway supports the preparation and implementation of national sector plans in the areas of education and health, in addition to capacity development for teachers and health workers. Read more about Norway's efforts within [education](#) and [healthcare](#) in Part 2.

Good governance leads to better results

The nature of a country's governance indicates something about the relationship between the population and government authorities. A number of aspects of governance in a country may affect the potential to achieve results from capacity

development. Part 3 of this report provides an overview of quality in governance in countries that receive Norwegian development assistance.

The World Bank's Worldwide Governance Indicators measure quality in governance along six dimensions:

- > voice and accountability
- > political stability
- > government effectiveness
- > regulatory quality
- > rule of law
- > control of corruption.

The existing capacity in the public administration is important for achieving results. If administrative capacity is weak or the organisational culture is characterised by corruption and inefficiency, the potential to achieve results is less than when the environment is characterised by integrity and efficiency. The degree of openness and the potential to hold persons in positions of authority accountable are highly significant for the efforts to reform the public administration.

An open, accountable public administration contributes to better governance. The holding of free elections, rules and regulations and a functioning judicial system in which the population has confidence are critical for developing open, accountable systems of public administration.

Statutory regulations must be implemented and followed up.

International conventions and guidelines are important for inducing authorities to respect human rights, including those of marginalised groups, and to protect the environment. Key victories for the rights of workers, women, children, indigenous populations and people with disabilities are grounded in international conventions.

It is not enough to sign international conventions. They must be incorporated into national legislation and followed up by the authorities. Norway contributes to capacity development for greater compliance with international obligations through several of the interventions and results discussed in Part 2.

An evaluation of support to capacity development from Scandinavian donors shows that development assistance focused too little on framework conditions, and gave priority instead to boosting the technical competence of individuals.¹⁶ This resulted in highly skilled experts, but weak organisations.

When multiple international actors are involved in capacity development in an institution, it is

¹⁶ Norad (2015), Evaluation of Norwegian Support to Capacity Development; Sida (2015), Support to Capacity Development - Identifying Good Practice in Swedish Development Cooperation; Danida (2015), Evaluation of Capacity Development in Danish Development Assistance.

crucial that they are coordinated and complement each other. An instrument that donors have used is to join together in multi-donor funds to improve coordination and have a greater impact in efforts to change framework conditions.

MONITORING OF RESULTS

Only a measurement of the results can show whether the increased capacity helps to achieve the overall objectives. Although the level of precision varies, the results of capacity development can always be measured. Like other results measurement, this requires good planning and clearly formulated objectives.

Capacity development has some special features that should be taken into account when measuring results. Development of capacity implies learning and change at individual, organisational and societal levels. The overall objective of capacity development is improved implementation capacity within an organisation in the form of effectiveness or quality, or both. Increased capacity is an instrument for achieving other objectives, and it is the effects from increased capacity that we would like to see more evidence and reporting.

The [Joint Scandinavian Evaluation of Support to Capacity Development](#) shows that targets are set at different levels, but that the overall objective of capacity development is given little emphasis. According to the [OECD's Development Cooperation](#)



The village Mauratio by the river Demerara in the rainforest in Guyana. The students at the school in the village use the river as their transport route between home and the school. PHOTO: Ken Opprann

[Report 2017](#), donors should make greater use of national statistics and support this in their reporting on how they have helped to achieve the overall objectives.¹⁷

The desire for visible, tangible results within short project periods can be challenged by the length of time it takes to see the results of increased

capacity. By establishing milestones on the path towards major changes, progress can be measured along the way. The combination of a long-term commitment and milestones for shorter time periods has helped to motivate partners and maintain the motivation for change in programmes that promote institutional capacity development.¹⁸

¹⁷ OECD (2017), *Development Co-operation Report 2017: Data for Development*, OECD Publishing, Paris, ch. 5.

¹⁸ Helen Tilley, Sierd Hadley, Cathal Long, Jeremy Clarke (2015), *ODI Report: Sustaining Public Sector Capability in Developing Countries*, Review of the Literature, Overseas Development Institute.

The ability to work from a long-term perspective and set milestones along the way has been viewed as one of many positive aspects of Norwegian support to capacity development.¹⁹ Several of the examples in Part 2 show milestones in a process in which achieving overall results is expected in the long term. There are also examples of overall objectives that have been achieved, such as better access to electricity and improved learning outcomes in education.

In order to plan relevant interventions and establish milestones for progress, it is necessary to analyse why an institution is not functioning optimally and what is needed to contribute to positive change. The problems may be a lack of competence, skills or experience. They may also be related to poor management, inadequate routines and weak incentives, or an insufficient legislative framework and weak infrastructure. Information about the level of implementation capacity before the intervention was introduced is needed to determine whether implementation capacity has been strengthened.

Flexibility to be able to change plans is crucial for ensuring relevance and sustainability. Flexibility and a long-term perspective should not be used as an excuse for not requiring that progress is made and agreements are fulfilled.

19 Norad (2015), Evaluation of Norwegian Support to Capacity Development, p. 39.



The health information system DHIS2, developed at the University of Oslo replaces the manual, paper based system in Malawi. PHOTO: Marte Lid

Norwegian contributions yield important results

The [Evaluation of Norwegian Support to Capacity Development](#) from 2015 showed that the efforts have helped to substantially improve capacity in developing countries.²⁰ This included a higher level of technical expertise among employees and improved systems and structures. In many cases this led to progress at the organisational level with regard to achievement of objectives and contribution to development in the country.

Among the examples of this is Norway's contribution to capacity development in the energy sector in Mozambique (read more about this on [page 42](#)), capacity development in the area of statistics in Malawi, and management of petroleum resources in Vietnam and Mozambique. Read more about

20 Norad (2015), Evaluation of Norwegian Support to Capacity Development.



Assembly of power poles outside Lichinga in Mozambique. Norway has cooperated with Mozambique within the energy sector for the past 40 years. PHOTO: Ken Opprann

Norway's work in the area of petroleum management in Mozambique on [here](#). Norway's specialised expertise in areas such as energy and petroleum management, statistics and management of fishery resources are highlighted as important contributions to capacity development.

By the same token, the report pointed out several areas with the potential for improvement, such as:

- financial sustainability
- the connection between needs and the assistance provided
- analysis of capacity needs
- indicators and data
- capacity at embassies and in Norad
- training of advisers in the donor institutions

One of the recommendations from the evaluation was that twinning should be assessed in relation to alternatives, e.g. assistance provided through other partners such as civil society organisations, multilateral organisations or the private sector.

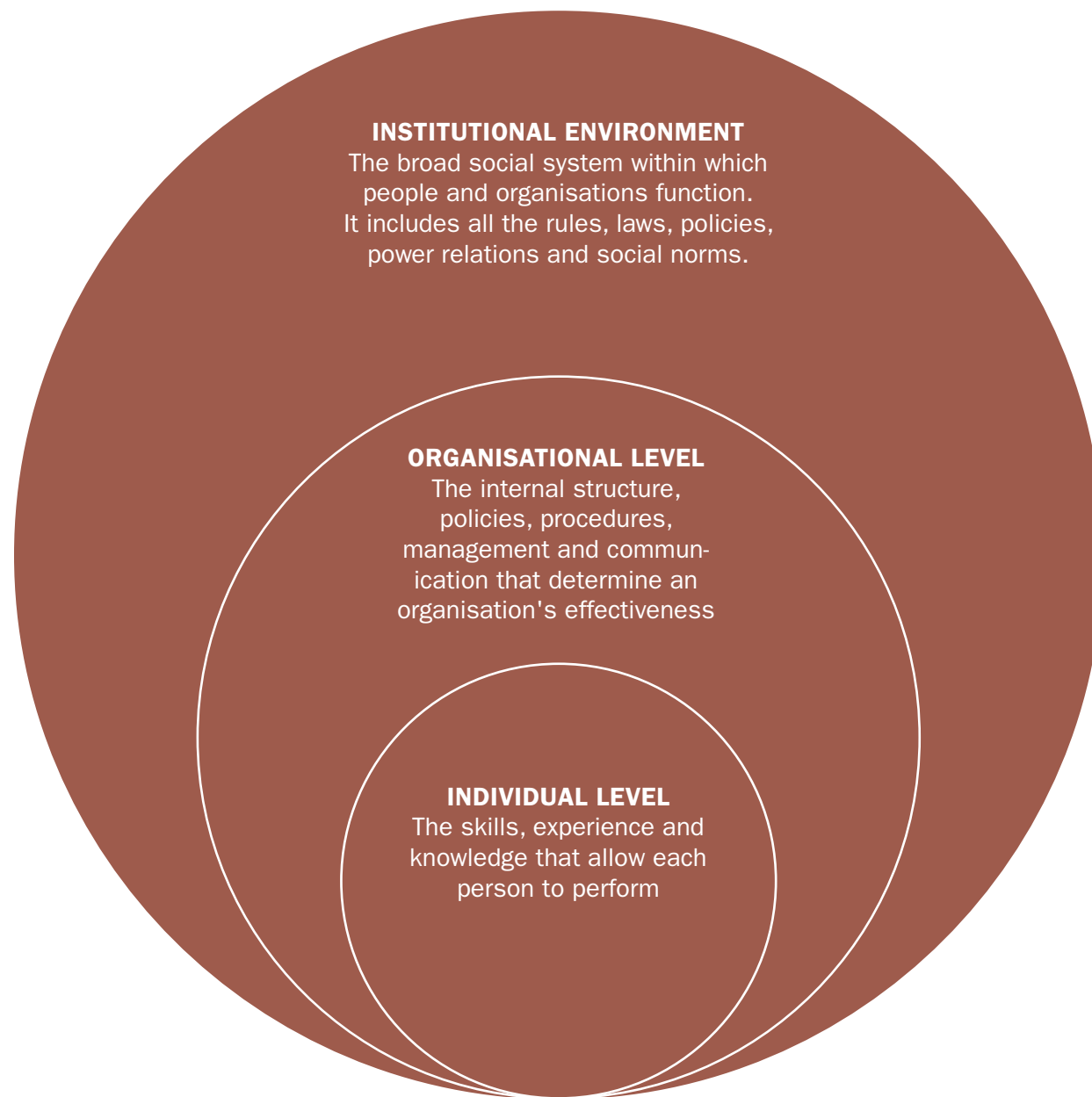
LESSONS LEARNED ABOUT WHAT YIELDS RESULTS

The efforts related to capacity development have gradually changed from training individuals to greater focus on organisations, and more recently on policy and institutional environment.²¹ The quality of public administration depends on the institutional environment, norms, values and attitudes towards the public sector.

The figure (right) illustrates the approach to [capacity development on three levels utilised](#) by UNDP as well as by several other UN agencies. The three levels are interconnected. Results at the organisational level depend on the institutional environment. Access to resources and knowledge that can help to develop individual capacity is affected by organisational factors and the institutional environment. Capacity development at the organisational level is in turn dependent on capacity development of individuals.

The Evaluation of Norwegian Support to Capacity Development from 2015 identified the following

21 Helen Tilley, Sierd Hadley, Cathal Long, Jeremy Clarke (2015), Sustaining Public Sector Capability in Developing Countries, Review of the Literature, Overseas Development Institute.



areas as critical for the success of many of the projects:

- › flexibility in plans adapted to changes in local conditions;
- › emphasis on local ownership and leadership;
- › long-term partnership;
- › technical assistance in areas where Norway has expertise and experience.

Request for assistance and local ownership are crucial

It is reasonable to assume that a high degree of ownership among the partners contributes to more long-term results. This aligns with Norway's experience. [The Joint Scandinavian Evaluation of Support to Capacity Development](#) identifies local ownership, a request for assistance and continuity in personnel as crucial factors for achieving results. It is important that existing national systems are used and further developed. This requires national ownership and leadership, that the efforts reflect national priorities and that various organisations work together towards the same goals.

In their support for the development of partner countries' national auditing authorities, the Office of the Auditor General of Norway has set local ownership and involvement as criteria for entering into a collaboration. An evaluation of the Office of the Auditor General of Norway's efforts related to

capacity development shows that genuine local ownership is dependent on clear communication about this from the outset.²² The Norwegian Tax Administration has found that the involvement of top-level management in the partner institutions and twinning are critical success factors. In cases when the collaboration did not work well, there was little involvement from the top-level management.

In many cases, external actors can deliver results quickly and effectively, but lasting, long-term development in a country is dependent on development of local resources. The evaluation of Norwegian capacity development shows that the effect of interventions was doubled when the recipient managed the project and mapped the needs. Capacity was scaled up while the recipient gained experience in managing organisational change at the same time.²³

Despite widespread consensus that donors should not establish parallel structures, some donors continue to choose to establish their own units within ministries in partner countries in order to implement programmes. This applies especially in countries fraught with conflict and crisis where central government functions do not exist.

²² Riksrevisjonen (2014), Evaluation of the International development cooperation operations of the Office of the Auditor General of Norway.

²³ Norad (2015), Evaluation of Norwegian Support to Capacity Development, p. 68.

Differing understandings of how an institution functions, or should function, present a challenge for twinning and capacity development. While Scandinavian countries have a short distance from top management to co-workers, institutions in developing countries are usually organised in a hierarchical manner with little opportunity for lower-level staff to communicate their views to the management. This underscores the importance of understanding the institutional environment of which the collaboration is a part.

Sometimes donors demand changes in policies or priorities as a condition of providing aid. This can undermine national ownership and accountability vis-à-vis a country's own inhabitants. On the other hand, demands from donors can help to strengthen the rights of marginalised groups or of large segments of the population when the government is controlled by political or economic elites.

Political will to change

Political will to address insufficient institutional capacity and the influence of various interest groups affect the results that capacity development will help to generate. The World Bank's World Development Report from 2017 emphasises the need to understand local power relations in order to bring about changes in governance and public administration. The way in which aid is provided, the mechanisms that are used and the extent to which the aid is adapted to differences



Chuka power station in Bhutan. PHOTO: Ken Opprann

and existing power relations are critical for achieving results. It is not enough to build up the right institutions. The institutions must also be adapted to local conditions and needs in order to fulfil their functions in a satisfactory manner.²⁴

Long-term perspective and realism

Developing capacity takes place gradually and often over a long period of time. Change processes are demanding and unpredictable. Setbacks can occur along the way. Capacity development has been criticised for being short term in that consultants are sent to work on specific projects or programmes of a limited duration rather than contributing to long-term institutional development.²⁵ In many cases experts must be present

²⁴ World Bank (2017), World Development Report, p. 273.

²⁵ Norad (2015), Evaluation of Norwegian Support to Capacity Development.



For many years, the Oil for Development programme contributed to capacity development in Vietnam. PHOTO: Ken Opprann

over a long period of time in order to build trust and ensure they fully understand local challenges and opportunities. For example, the Office of the Auditor General of Norway takes a ten-year perspective when it enters into a collaboration. This also contributes to predictability in the partnership.

[Cooperation between Statistics Norway and the national statistical office in Kyrgyzstan](#) is an example of a long-term collaboration, which has lasted over a decade. The examples from [Mozambique](#), [Bhutan](#) and [Vietnam](#) also illustrate that cooperation and presence over time have yielded results.

External advisers are generally accustomed to certain standards of quality in services and deliveries. It is not realistic to expect that an institution in a developing country will achieve

the same results through capacity development as a comparable institution in for example Norway. Many interventions that Norway has supported have adjusted their level of ambition after start-up. Sometimes challenges arise when international partners introduce routines, systems and technology that are not realistic for the institution to use. At other times, too many changes are expected to be implemented simultaneously, as in the results example from Nepal where reforms in the education sector were introduced at the same time as an extensive decentralisation process in the sector.

Capacity that endures

Just as important as developing capacity in an organisation is maintaining and retaining this capacity and ensuring that it is used to its full potential. Personnel who have gained expertise through capacity development programmes are usually more attractive employees for other organisations. This may contribute to a need for continuous capacity development of new personnel. A high employee turnover in the public sector in partner countries and of international personnel whose task is to contribute to capacity development is a challenge for sustainable results. It is important to ensure that capacity development is firmly grounded in the institutions on both sides of the partnership in order to avoid being too dependent on specific individuals and to ensure that the capacity developed endures over time.

Special challenges in fragile states

Special approaches to capacity development are needed in fragile states.²⁶ Fragile states are fraught with instability and conflict, and after long-term crises they seldom have control over their entire territory. This corresponds with weak public institutions that lack sufficient expertise and have a low level of capacity.

After a long period of war and conflict, the educational level is often low, combined with human capital flight from the country. There is little knowledge about, and experience with, how democratic institutions function.

The foundation on which to build sound institutions is weak. In some cases, posts and positions are awarded to people on the basis of which side they took in the conflict and not on their qualifications. As a result, important positions may be filled by people without sufficient expertise. There may also be a low level of interest in developing democratic institutions because those in key positions want to remain in power.

Quality in governance and public administration is poorest in fragile states and countries in conflict, see [Part 3](#). Although there is seldom a complete lack of public institutions, in many cases they are

²⁶ The OECD has developed a [framework](#) for measuring a country's degree of fragility along various dimensions.

weak due to insufficient human and financial resources and mandates. It is challenging for weak institutions to receive assistance in an effective manner. A common challenge is that external advisers become a replacement for a lack of local staff. The work is done by temporary external advisers rather than developing local capacity.

The security situation can complicate capacity development in fragile states and result in extensive and expensive security measures. The security challenge can lead to less interest in twinning arrangements from international actors and make it difficult to recruit suitable experts. To succeed with capacity development in a fragile state, many of the same conditions apply as in other countries, including continuity and trust that are dependent on being present locally.

Civil society organisations are often chosen as partners in fragile states because providing support via the public sector is difficult. More people are reached through using these organisations as service providers. This can save lives and help meet basic needs and safeguard rights. Some of these organisations also assist with capacity development in the public sector, but they do not necessarily have the mandate or capacity to develop public institutions. Moreover, parallel systems can undermine the delivery of public services.

The UN is a key actor in fragile states, especially in countries embroiled in conflict and long-term crises. When numerous actors are involved, it is critical that interventions are coordinated. In addition to the security challenges, the UN's operational capacity, coordination and presence are among the reasons that much of Norway's development aid to fragile states is channelled through the UN.

NORWAY'S APPROACH – TWINNING

Norway has a long tradition of providing technical assistance and engaging in twinning arrangements. It also has a strong body of technical experts with experience from development cooperation, built through decades of extensive efforts. This work will be continued and systematised by establishing a knowledge bank, see text box.

Ministries, directorates, universities and university colleges, as well as research institutions, are important suppliers of knowledge and technical assistance. Public institutions such as the Office of the Auditor General of Norway, the Norwegian Directorate of Taxes, the Norwegian Petroleum Directorate and Statistics Norway have been engaged in development cooperation for many years. A common professional identity and collegial collaboration can create trust and legitimacy.²⁷ Partner countries find that the

²⁷ Report to the Storting 24 (2016-2017) [Common Responsibility for a Common Future](#). The Sustainable Development Goals and Norway's Development Policy.

combination of technical expertise and public sector experience is valuable for receiving relevant advice about public administration.

Norwegian institutions and ombud schemes for advancing human rights have been involved in international cooperation for many years. These efforts involve advice, training, education and research cooperation.

Research that promotes the understanding of and solutions for the major development challenges is an important aspect of Norway's contribution to the achievement of the Sustainable Development Goals. Part 2 of this report presents Norway's efforts related to research and higher education.

In addition, Norway supports cooperation between developing countries. This can encourage the transfer of valuable experience from countries that have been in similar situations.

FK Norway is engaged in knowledge exchange and transfer. Knowledge and skills are transferred through the exchange of personnel, which helps to strengthen institutions in partner countries. FK Norway also promotes the exchange of personnel between partner countries. Health workers participate in exchanges through the Esther Programme. An example of the results of health worker exchange is presented on [page 93](#).

Technical assistance important for Norway as well

While Norwegian technical experts can make a valuable contribution to a country's development process, this type of involvement is also in Norway's own interest. It generates knowledge that is useful for Norway's international engagement, especially for its international normative work. This can help to strengthen bilateral relations and create more opportunities for alliance-building in international forums. Cooperation in the areas of research and higher education generates knowledge that is both beneficial for the institutions in developing countries and important for the implementation of Norwegian development policy.²⁸

Many of the Norwegian public agencies involved in development aid have limited capacity to conduct international activities. Some have their own international departments, but twinning arrangements with institutions in developing countries are not their core activity. In some cases this lead to little emphasis on training and coordination of aid efforts. There are usually a small number of experts involved in the work, and the efforts are therefore dependent on a few enthusiastic individuals.

MULTILATERAL CHANNELS

Norway actively supports initiatives on capacity development through multilateral organisations,

²⁸ Report to the Storting 24 (2016-2017) [Common Responsibility for a Common Future. The Sustainable Development Goals and Norway's Development Policy.](#)

KNOWLEDGE BANK FOR TECHNICAL ASSISTANCE

The Norwegian Government has proposed systematising the technical assistance efforts in a 'knowledge bank', based on sectors in which Norway has relevant, specialised expertise. This will encompass Norwegian public agencies as well as research and higher education institutions.

Examples of efforts that are relevant for a knowledge bank are Norway's work in the energy sector and other programmes that have often been requested by partner countries, such as Oil for Development, Fish for Development and Tax for Development. In addition, public institutions such as the Office of the Auditor General of Norway, the Norwegian Directorate of Taxes and Statistics Norway have been engaged in development cooperation for many years. Other areas that are relevant to include are Norway's efforts to advance human rights and gender equality.

A knowledge bank will primarily focus on coordinating and further developing existing interventions, promote more active use of the knowledge available and establish links between various research and professional communities. The knowledge bank will also promote technical assistance between developing countries. Norad will be responsible for coordinating the knowledge bank.

(from Report to the Storting 24 (2016-2017) [Common Responsibility for a Common Future. The Sustainable Development Goals and Norway's Development Policy](#))

which are an important channel for capacity development in the public sector. An important part of these organisations' mandate is capacity development

of government authorities in Norway's partner countries, and most of Norway's core funding to the multilateral organisations is provided for this purpose. Support for many of the prioritised thematic sectors in Norwegian development policy is channelled through multilateral channels, including climate, forest, peace-building, security, gender equality, education and healthcare. New partnerships, working methods and financial mechanisms have been established in recent years, and capacity development has been a key instrument in all of these areas.

Multilateral organisations often have a greater impact than Norway has as an individual donor. In addition, channelling aid through multilateral channels can help to improve coordination and reduce the burden on partner countries because they do not have to deal with the various requirements and systems of multiple bilateral donors. The use of multilateral channels entails some challenges as well. Partner countries want multilateral organisations to increase their efforts in utilising and developing local capacity.²⁹ It is important that parallel structures are not established alongside the national authorities' own systems.

Norway monitors the efforts of multilateral organisations through participation in board meetings, dialogue, assessment of reports and

²⁹ Davies and Pickering (2015), Making development cooperation fit for the future: a survey of partner countries. OECD working paper no. 20.

participation in networks. Norway takes part in the Multilateral Organisation Performance Assessment Network (MOPAN), which consists of 18 member countries and aims to conduct joint reviews of multilateral organisations' effectiveness and achievement of results. The reports from MOPAN's reviews are used in discussions with the organisations, in part through board activities and annual consultations. Norway has had a key technical role in the development of the International Monetary Fund's (IMF) activities related to taxation and the OECD's work on taxation and development. Part 2 presents more information about Norway's support to and cooperation through multilateral channels in various thematic areas.

UN

The UN's development system is in a unique position to assist with knowledge transfer, national capacity development and institutional development across various sectors and countries. [The UN's operational plan](#) up to 2020 identifies capacity development as the UN's most important task. The UN is putting greater emphasis on a broad, systematic approach in which the focus has shifted from the individual level to the organisational level and institutional environment.³⁰ The UN is to focus on how all of the UN organisations represented in a country

³⁰ Referred to as the 'capacity development systems approach', and developed by UNDP in 'Study on capacity development - report prepared for UNDS for 2016 QPCR'.

TECHNICAL ADVICE FROM OTHER COUNTRIES HAS ALSO BEEN IMPORTANT FOR NORWAY

Farouk Al-Kasim, originally from Iraq, has played a key role in the development of the Norwegian oil adventure. Al-Kasim is a geologist, educated at Imperial College London. He first came to Norway with his Norwegian wife to ensure the best possible health care for their sick son, but ended up helping to ensure that Norwegian oil did not fall into the hands of foreign companies.

At the end of the 1960s, Norwegian authorities had little knowledge about the size of the petroleum reserves in the North Sea. Al-Kasim had the relevant scientific competence to read through the seismic surveys that were conducted, and understood that it was only a matter of time before the drilling was successful. He also understood that this could make Norway a very rich country and that it was crucial that Norwegian authorities had an overview of and knowledge about the resources. His knowledge and efforts contributed to the development of a solid foundation for the management of Norwegian petroleum resources that has benefited the population as a whole. In 2012, Al-Kasim received the decoration of Knight First Class of the Royal Norwegian Order of St. Olav for his work for the Norwegian petroleum sector.

can promote capacity development through joint plans in keeping with the country's own priorities. UN organisations are present at the country level and encourage ties between operational and normative efforts.

A [study from 2015](#) found that although the UN has introduced numerous interventions for strengthening capacity development in partner countries, the effectiveness of these efforts is questionable. The study recommends that the UN makes greater use of existing local expertise and structures. It also found that the UN meets some challenges as a partner in capacity development, for example that donors often earmark funds.

A [report on the UN's development system](#) identifies major gaps and areas of overlap with regard to how the Sustainable Development Goals are addressed. There is potential for the UN to be far more integrated and coordinated. This may entail extensive administrative and institutional reforms.³¹

Development banks

Development banks are important as funding sources and advisers, especially in the least developed and fragile countries. Norway engages extensively with development banks and the IMF. Key areas are provision of technical advice and support for capacity development.

The development banks are large, multilateral partners. They also have a strong normative influence owing to their financial and technical clout, broad thematic engagement, presence and

³¹ UN, ECOSOC (2017), *Repositioning the UN Development System to Deliver on the 2030 Agenda – Ensuring a Better Future for All*. Report of the Secretary General.



In the rainforest in Mabura Hill in Guyana the timber is cut, measured and trimmed before it is transported to the sawmill. Wendel Henry with the chainsaw is trimming the timber. PHOTO: Ken Opprann

direct cooperation with the finance ministries in partner countries.

The development banks' efforts to bolster tax systems and fight illicit financial flows and tax evasion are crucial for mobilising national resources for development. Norway channels money through the development banks so that they can monitor achievement of the Sustainable Development Goals where the needs are greatest.³²

Norway is a co-owner of the two development funds for the poorest countries – the IDA under the World Bank and the ADF under the African

³² Report to the Storting 24 (2016-2017) *Common Responsibility for a Common Future. The Sustainable Development Goals and Norway's Development Policy*.



Harriet Amon Mpungwe (left) works at the health centre in Lumbadzi in Malawi. Chrissy Natani brings her baby for control. PHOTO: Ken Opprann

Development Bank.³³ To increase the efforts in its priority areas, Norway also provides funding to thematic multi-donor funds managed by the development banks.

The [World Bank's strategy from 2013](#) emphasised the delivery of cohesive solutions to developing countries, including technical assistance and capacity development. The ability to deliver an overall financial and knowledge package is the World Bank's greatest comparative advantage. Loans from the World Bank Group are combined with technical advice. This is one of the reasons that middle-income countries continue to borrow money from the bank even though they have alternative funding opportunities. The World Bank

³³ IDA stands for the International Development Association, and ADF stands for the African Development Fund.



Illustration photo from Malawi. PHOTO: Ken Opprann

has helped to increase the production of statistics, especially as part of the follow-up of the Millennium Development Goals. during the period 2009–2012, the World Bank managed more than USD 80 million in statistics support, of which USD 40 million went to the poorest countries.

In recent years, the **International Monetary Fund (IMF)** has increased its support to technical advice to comprise more than one-quarter of its overall activity. The IMF contributes to capacity

development in the areas of:

- > macroeconomic management
- > statistics and analysis
- > central bank activities
- > financial sector regulation
- > public financial management, including taxation.

The financial crisis in 2008 brought a renewed need for economic reforms and technical advice. Much of the IMF's capacity development activity in low-income countries is funded through

thematic funds. Norway supports the multi-donor fund, the Managing Natural Resource Wealth Trust Fund as well as the Tax Administration Diagnostic Assessment Tool.

The IMF works primarily through a team that makes relatively short visits to a country. It also offers [online courses](#). The main target group is government authorities, especially the finance ministries and central banks. In addition, the IMF has established ten regional training centres, of which six are in Africa. In 2014, the IMF's evaluation office found that provision of technical advice is effective in raising the level of expertise, but the ability of the countries to make use of this expertise varies.³⁴ The evaluation also found a need to improve the IMF's results management of interventions.

The African Development Bank employs capacity development and provision of technical advice as key instruments, and has its own [capacity development strategy](#). This is integrated into both the project support and budgetary support for the partner countries. The total support for the African Development Bank comprised NOK 88 billion in 2016. The bank has five focus areas: energy, regional integration, food security and agriculture, industrialisation, vocational education and job creation in the private sector. Young people and women are important target groups.

³⁴ Independent Evaluation Office of the IMF (IEO) (2014), [IMF Technical Assistance: Revisiting the 2005 IEO Evaluation](#).

The African Development Bank's regional foundation gives the bank clout with its partners.³⁵ The bank's expertise and human resources at the country level are critical for whether the bank is viewed as a valuable adviser. This is especially important in fragile states.

OTHER DONORS' APPROACH TO CAPACITY DEVELOPMENT

Priorities, focus and organisation of capacity development, technical assistance and twinning vary between different countries and sectors.

The Danish programme 'Partnering with Denmark' focuses on twinning arrangements between public agencies in Denmark and 12 partner countries. The activities include capacity development in the areas of regulation and planning, development of public-private cooperation and policy formulation.³⁶ Denmark involves the private sector and civil society actors extensively in its work with capacity development of the public sector.

The Swedish International Development Cooperation Agency (Sida) has a designated office with responsibility for government bodies that take part in aid efforts. Sida also supports global programmes for capacity development. Sweden has published guidelines and handbooks for

³⁵ MOPAN (2015-2016), [African Development Bank, Institutional Assessment Report](#).

³⁶ MFA (2015), Guidelines for partnering with Denmark, Danish authorities in international cooperation.

capacity development, and has a systematic approach to learning and sharing of experiences through a designated forum.

In Canada, capacity development is an integral part of international efforts. Various public institutions are involved in aid-funded capacity development activities that are not coordinated by the development cooperation authorities. There is therefore no overall coordination or quality assurance of capacity development.

Capacity development is a cross-cutting theme in British development assistance, and the United Kingdom recruits both special advisers on specific topics and advisers with more general competence in partner countries. The UK's Department for International Development (DFID) is responsible for development-related training of personnel in other public agencies in the UK.³⁷

In Germany, GIZ³⁸ is a main actor in technical assistance, and cooperates with authorities in developing countries in areas such as vocational training, energy and climate, health care, infrastructure, water, good governance, development of the rule of law, combatting corruption and the responsible management of public funds. In fragile states, GIZ supports the establishment

³⁷ Nilima Gulrajani (2013), An Analytical Framework for Improving Aid Effectiveness. Overseas Development Institute. Development Policy Review 32 (1).

³⁸ GIZ stands for Deutsche Gesellschaft für Internationale Zusammenarbeit.

AFRICAN LEGAL SUPPORT FACILITY

The African Legal Support Facility (ALSF) is an initiative under the auspices of the African Development Bank. The ALSF gives legal advice to government authorities on natural resources management, debt management and complex infrastructure projects. It also provides training, holds seminars and prepares handbooks and information about legal expertise for poor countries entering into large contracts. Authorities confirm that these services are highly relevant. Since the initiative began, partner countries have saved more than USD 400 million when entering into contracts. Since its inception in 2008, the fund has received more than USD 53 million in support from the African Development Bank itself (40 per cent of the total support), Norway (7 per cent of the total support) and other donors.

of the security sector. GIZ also carries out assignments for other donors, including Norway.

The Netherlands has a broad approach to development. Technical assistance on data and tax systems are identified as important areas for reducing inequalities in developing countries. Job creation and advancement of gender equality are priority areas as well.³⁹

³⁹ OECD peer review of the Netherlands 2016.



2

Sectors and result examples

The overall objective of capacity development is improved implementation capacity in the form of effectiveness and quality. This part explores topics in Norwegian development assistance where much of the work focuses on capacity development of the public sector. An introduction is provided to each topic, with background information on the need for capacity development, Norway's contributions and examples of the results from these efforts.



Tax cooperation and financial management

PHOTO: Marte Lid

TAX REVENUES ARE CRUCIAL FOR STATE-BUILDING AND ACCESS TO PUBLIC SERVICES

Historically, state-building and public services have been linked to the payment of taxes. In most countries, higher tax revenues up to a certain level have been associated with reduced corruption and higher economic growth. Tax collection and delivery of public services imply a social contract in which citizens pay their share in return for access to services that the state is assumed in principle to be able to deliver in a more effective manner than the private sector.

National resources and funding over time are the most important factors in development. Even in Africa, the region of the world with the largest share of extreme poverty, current tax revenues are ten times greater than the volume of aid. Despite this, there are still a number of developing countries that are highly dependent on aid. Development assistance comprises more than ten per cent of the GDP in

half of all the least developed countries (LDC). Altogether 65 developing countries have tax revenues that are less than 15 per cent of the gross domestic product (GDP). A total of 15 per cent of GDP is estimated to be the minimum needed to fund basic public services in the areas of health care, education, security and infrastructure.

Many developing countries have a large informal economy, vast natural resources, widespread corruption and substantial capital flight. The loss of domestic revenue is very often related both to ineffective tax policies and tax administration. Extensive tax exemptions, weak control and collection of taxes from both national and international taxpayers are a challenge. As a result, developing countries lose 3–10 per cent of their GDP in public revenues. This amount could cover 10–100 per cent of the increase in public funding that is needed if developing countries are to achieve the Sustainable Development Goals by 2030.

The World Bank has published an [e-book](#) that provides useful insight into the topic of public revenues, taxation and opportunities for reform.

WORKING METHODS AND PARTNERS

Development assistance for building capacity to increase tax revenues in developing countries has been under-prioritised internationally. In 2015, aid for this purpose comprised USD 224 million or 0.13 per cent of all aid. In 2016, the International Monetary Fund, the World Bank, the OECD and the UN were commissioned by the G20 to publish an [overview of the challenges](#) and to make recommendations on enhancing the effectiveness of international tax-related assistance.

Norway launched the programme *Tax for Development* in 2011 to help increase the ability of developing countries to fund their own development. In 2015, Norway was the fourth largest bilateral donor of such aid, behind the UK,

Germany and the US. See the report from the [Addis Tax Initiative](#) for an overview of international aid in this area in 2015.

Norwegian tax-related assistance has primarily been channelled via three bilateral programmes in Zambia, Tanzania and Mozambique. These countries have vast natural resources and have requested advice in the area of tax policy. The focus is on tax administration and auditing of multinational companies. A large amount of support has also been channelled to civil society, research and media-related interventions on transparency, capital flight and taxation.

The strategy of the Tax for Development programme has been to support interventions and reforms globally, regionally and nationally through applied research, analysis and technical assistance on taxation and illegal capital flight.

Relatively speaking, capital flight has hit the poorest countries the hardest.

The negative impact of capital flight on development has been highlighted in studies conducted by [Global Financial Integrity](#) (GFI), the [African Economic Research Consortium](#) (AERC) and the [Mbeki panel on illicit financial flows out of Africa](#). All these initiatives have been funded and supported in different ways by Norway.

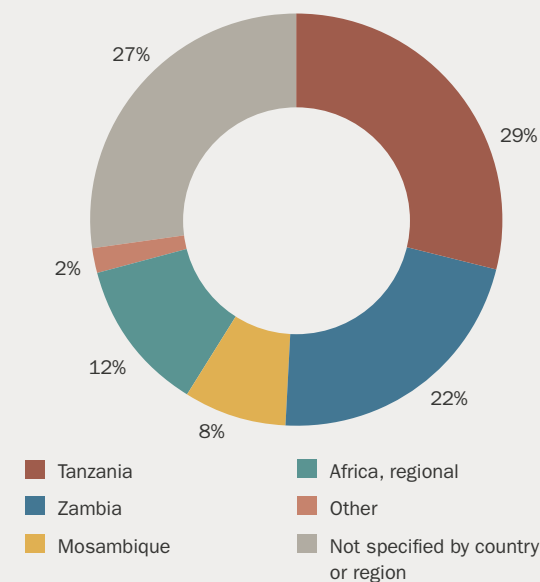
What Norway contributes to:

According to the OECD, it is not unusual for one Norwegian krone in tax-related assistance to result in NOK 50–100 in additional tax revenue. Norway has similar experiences from its cooperation with Zambia and Tanzania. Specialised tax auditing, especially related to multinational corporations, is an area that often yields highly visible, measurable results. Substantial impact is often achieved in a short period of time. In some years in the period 2010–2016, tax revenue increased between 0.5 and 2.5 per cent of GDP. Moreover, the efforts help to establish legal precedence with regard to taxation of multinational corporations. National legislation is given detailed content and interpretation, and this has an extremely positive economic impact.

How much:

In 2015, Norway provided NOK 134 million in tax-related assistance, and NOK 55 million in 2016. Norway has signed the [Addis Tax Initiative](#), which calls for doubling tax-related assistance by 2020 compared with 2015. Countries in Africa received the most tax-related assistance in 2015 and 2016, of which Tanzania, Zambia and Mozambique were the largest recipients, see Figure 1.

FIGURE 1 // TANZANIA, ZAMBIA AND MOSAMBIK ARE THE LARGEST RECIPIENTS OF NORWEGIAN TAX-RELATED ASSISTANCE



Bilateral (including multi-bilateral) aid over DAC sector 151.14 – Domestic Revenue Mobilisation, distributed by region. Core funding to the multilateral organisation African Tax Administration Forum (ATAF) is also included, which falls within the category 'Not specified by country or region'. Total 2015–2016: NOK 189 million. The sector code for tax-related assistance was first introduced into development aid statistics in 2015. Therefore only 2015 and 2016 are included in the figure SOURCE: Norad



Risk management and tax auditing of large companies in Tanzania

Since 2000, Tanzania has seen a positive trend in its tax revenues, especially from large companies. The largest sum of additional tax alone came to about NOK 1 billion. This additional tax in itself means that the ratio of Norwegian tax-related assistance to higher tax revenue in Tanzania is about 1:100.

WHY: Tanzania falls below the average tax level for low-income countries

In 2000, Tanzania had tax revenues amounting to seven per cent of its GDP. The average for low-income countries is about 15 per cent of GDP, while for OECD countries it is 35 per cent. According to the International Monetary Fund (IMF), the majority of developing countries have the potential to increase their tax revenues to 20–25 per cent of GDP in the medium term by improving tax policy and collection. The quality



PHOTO: Marte Lid

of tax administration and parts of the public fiscal management system in Tanzania has been lower than in many other developing countries.

RESULTS: Positive trend in tax revenues, but still great potential for growth

Tanzania has seen a positive trend in its tax revenues. A number of long unfinished tax audits were completed in the period from 2011–2016, and the largest mining company in Tanzania paid additional tax of roughly NOK 1 billion following a multi-year process in appeals bodies and courts. Between 2000 and



Meeting in Tanzanian tax directorate. PHOTO: Marte Lid

2016, tax revenues in Tanzania increased from 7 to 13 per cent of GDP. From 2008 to 2016, the contribution from the mining sector rose substantially, from 1 to 10 per cent of total tax revenues, an increase of about USD 400 million annually. The higher contribution from the sector is due to increased production, higher prices and larger profits, as well as more effective taxation.

There is still great potential for growth in tax revenues in Tanzania, given the level of income, structure of the economy and system of

governance. Studies conducted by the Tanzanian tax agency estimate a potential for higher tax revenues of more than five per cent of GDP.⁴⁰ Other studies indicate a somewhat lower level.⁴¹ This is a large sum in a country where funding to achieve the Sustainable Development Goals by 2030 is sorely needed. A large share of the lost tax revenue is related to tax exemptions for large companies, certain local companies and individuals, as well as to aggressive tax planning and tax evasion. Aggressive tax planning entails internal transactions in multinational corporations, often internal pricing. These transactions are on the borderline of lawful and acceptable practice.

WHAT: Norwegian twinning, capacity development and risk control

Norway has provided tax-related assistance in Tanzania for more than ten years. In the first phase, the focus was on tax policy via twinning arrangements between the finance ministries. More recently, the cooperation has worked to promote effective tax administration in the Tanzania Revenue Authority (TRA).⁴² This includes a twinning arrangement with the Norwegian Directorate of Taxes, focusing

in particular on capacity development in the areas of risk control and taxation of large companies. A new unit for international taxation has been established within the TRA. Its activities focus on planning for tax auditing and on improving tax auditing and national guidelines for internal pricing. It was these efforts in particular that helped to increase control over large companies and led to higher payments from the mining sector.

In a twinning arrangement between the Norwegian and Tanzanian tax directorates, unfinished tax audits for all large gold-mining companies were completed with extensive assistance from Norwegian experts. Several of the tax cases were followed by years of administrative and legal appeals processes related to the interpretation of legislation, regulations and practice. Several other cases resulted in additional tax payments. The most comprehensive case involved the largest gold-mining company in Tanzania, which owned three of the five largest gold mines. The total amount of additional taxes paid is estimated at NOK 1 billion. Most of the audits were performed by national experts in the TRA. Norwegian experts assisted with the auditing activities and helped to complete the unfinished cases. The efforts focused on especially

difficult tax issues. Subsequent legal processes and appeals cases were followed up with technical support and dialogue. This helped to establish precedence within the Tanzanian judicial system.

Along with the twinning arrangement, Norway has supported a project which has helped to establish two taxation models for the extractive industry and a national tax committee with representation from key ministries and institutions.

HOW MUCH:

Norway's contribution in the period 2012–2015 was approximately NOK 9 million.

SOURCES:

- › Report to the Storting 24 (2016-2017) [Common Responsibility for a Common Future. The Sustainable Development Goals and Norway's Development Policy.](#)
- › IMF (2016) Tax Administration Assessment Tools Report for Tanzania.
- › TRA (2016) Estimation of Tax Gap for Tanzania - for the period 2011/12-2014/15.
- › IMF (2013) Understanding Countries' Tax Efforts, WP/13/244.

40 TRA (2016), Estimation of Tax Gap for Tanzania - for the period 2011/12-2014/15.

41 IMF (2013) Understanding countries' tax efforts, WP/13/244, IMF.

42 Tax Modernisation Programme (TMP).



Improved tax audits of large companies in Zambia

The capacity of the Zambian tax authorities (ZRA) to conduct tax audits of large companies has been enhanced considerably. Additional taxes of about NOK 100 million have been paid annually for the past six years in the wake of Norwegian-supported tax audits.

WHY: Great potential to increase tax revenue

Many developing countries have enormous potential to increase their own revenue by establishing better tax systems and better tax auditing. Better tax administration has a widespread impact on the domestic revenue base and development.

There are no reliable figures on the amount of tax revenue Zambia loses due to large companies' lack of compliance with tax regulations. The results from enhanced auditing show that it is reasonable to assume

that this sum may be quite large. The ZRA needs to increase its capacity to control tax revenues from large companies, especially in the mining sector. Good tax control is dependent on auditors with a high level of expertise. In addition, legal capacity and expertise are needed to follow up tax cases in the legal system. Major challenges remain in relation to tax evasion and tax planning that conflicts with recognised international principles.

RESULTS: Higher tax revenue

Tax revenue from the mining sector has increased substantially since Norway began providing tax-related assistance to Zambia in 2006.⁴³ According to official figures, the objective to increase mining taxes as a share of GDP each year in the period 2011–2013 has been achieved.⁴⁴ Based on recommendations from experts at the Norwegian Tax Administration, tax collection activities have been reorganised. According to the ZRA, this has greatly enhanced the effectiveness of efforts

⁴³ Lower copper prices and production has led to a slight decline in tax revenue in recent years.

⁴⁴ Report from the Office of the Auditor General of Norway 2/64.



The Kansanshi mine is one of the largest copper mines in Zambia. PHOTO: Jan Speed

to collect outstanding taxes. The ZRA reports that NOK 635 million in additional tax has been paid due to the increase in the number of audits performed.

Since the collaboration between the Norwegian Tax Administration and the ZRA began in 2011, the number of annual audits quadrupled and the number of ZRA employees doubled. A separate

unit for mining taxes has been established, and the number of specialists who work with mining taxation has risen considerably. New rules on the payment of value-added tax on deliveries to the mining sector, recommended by Norwegian experts, was introduced in 2017, and will result in better control of value-added tax payments.

The ZRA's auditors now work in a more targeted manner, are better prepared, and act with much more self-confidence and professionalism when they perform audits of large taxpayers compared with when the collaboration began. The auditors now use tools for analysing accounting data and internal pricing. Norway has also financed modern equipment such as laptop computers and meeting rooms with modern telecommunications equipment.

In a 2015 study conducted by the Office of the Auditor General of Norway on Norwegian support for good governance and anti-corruption, Norway's support to the ZRA was one of the 25 projects studied that received the most positive feedback relating to implementation, achievement of objectives and sustainability. What remains is to develop a system for monitoring the amount and quality of mineral production.

ZRA's capacity to file tax-related lawsuits also need to be further developed.⁴⁵

WHAT: Practical training through joint performance of tasks

Even before the collaboration between the Norwegian Tax Administration and the ZRA began, Norway had been providing support to Zambia for many years to improve the regulations on taxation of mining companies. Trial audits in the mining sector were conducted, and an auditing unit focused on mining companies was established within the ZRA. A manual on tax auditing of mining companies has been completed, and work to establish a university study programme on mining activity and mining taxation has begun.

Norwegian experts work together with their Zambian colleagues when they provide training on the use of new tools, develop new routines and strategies for tax auditing, prepare proposals on amendments to legislation and handle specific tax cases. Openness between the two organisations and a cooperative relationship that is more practically than theoretically oriented has resulted in Zambian ownership of the efforts and yielded sustainable results. New IT

⁴⁵ Ibid.

systems and access to the internet helps to increase effectiveness in the tax control activities.

WHO:

On the Norwegian side, the Norwegian Directorate of Taxes and several tax regions have been involved in the efforts. In the first part of the programme, the Norwegian Embassy provided funding for an expert on mining taxation from the International Monetary Fund (IMF). In addition, the ZRA cooperates with the OECD, the World Bank, and German and US tax authorities. The Norwegian Tax Administration maintains contact with the project managers from these programmes to avoid a duplication of efforts.

HOW MUCH:

Norway has contributed with approximately NOK 66 million in the period 2011–2017.

SOURCES:

- > ZRA's annual reports and presentations.
- > Mid-term review of the Norwegian Embassy financed tax administration program with the Zambia Revenue Authority (ZRA), February 2015, Nordic Consulting Group.
- > Norad (2017), Norge 50 år i Zambia (Norway in Zambia during 50 years), Arve Ofstad, Norad.
- > Study by the Office of the Auditor General of Norway of support to good governance and anti-corruption in selected partner countries, Document 3:9 (2014–2015).



Improved management of public revenues and expenditures in Nepal

Nepal has improved its political and administrative processes for managing public revenues and expenditures. An evaluation from 2015 shows major improvements compared with 2008.

WHY: Weak political and administrative management of public funds

Good financial management in the public sector is crucial if public resources are to be used in an effective manner for economic development. A 2008 analysis of Nepal's financial management showed major weaknesses in the political and administrative processes used to manage public revenues and expenditures.⁴⁶ The analysis also showed a high risk of irregularities and misuse of public funds. Government authorities took an active part in conducting the analysis and sought

46 PEFA, An Assessment of the Public Financial Management Performance Measurement Framework. Government of Nepal, February 2008.



PHOTO: Marte Lid

to address the weaknesses identified. Improving the country's governance was viewed as important for stabilising the country. A reform programme to improve governance and encourage more responsible use of public funds was launched. The programme's objective was to improve the management systems, control institutions and civil society organisations, as well as to expand the knowledge base and coordinate the activities of donors.

RESULTS: Long-term reform of the public sector led to better financial control and management

Despite a particularly difficult political situation, Nepal has made major improvements in its systems for budgetary control and other public financial management. The authorities have better overall budgetary control and control over public debt. The various ministries take an active part in the budgeting activities. The budget documents contain more information about results and key figures for the budget. Access to budgetary information for the general

public has improved. Monthly financial reports are published on the government's web pages. There is more information about the resources that go to individual schools and health clinics. Registration of taxpayers has been improved, and taxpayers have better access to information about tax regulations, requirements regarding payments, and opportunities to submit appeals. Total public sector revenues have increased substantially. Challenges remain in relation to budget planning and implementation, especially for larger projects.

The public procurement systems are assessed as open and based on international practice. Several ICT systems have been introduced for economic management. The entire central administration now has a common account system, and 14 000 bank accounts have been closed.

Compared with a selection of 15 fragile states and 27 low-income countries, Nepal has better scores on average along most dimensions of public financial management since the reform programme began. Exceptions to this are the control function for national auditing and the parliament. Annual audits by the Office of the Auditor General of Nepal

are submitted to the parliament more timely than before. However, few public administration audits are conducted, and there are obvious weaknesses in the follow-up of recommendations from the national audit office.

There have been major challenges in making improvements to the overall control function of the national audit office and parliament. One reason is that Nepal has not employed an auditor general for many years and that the parliament has not assembled for long periods of time.

WHAT: Broad reform programme

Government authorities established a steering group for the reform programme, which included political leaders from the finance ministry, the office of the prime minister, the Office of the Auditor General of Nepal and the civil society organisation Transparency International Nepal. A [secretariat under the finance ministry](#) was established to coordinate the reform efforts, perform analyses and help to disseminate information.

The reform efforts are funded through a multi-donor fund administered by the World Bank. Some of the funding is used for development of the Office of the Auditor General of Nepal. The Norwegian Office of the Auditor General has

assisted by giving advice on design of the statutory framework, strategic planning, national auditing and public administration auditing.

WHO: Coordination of donor funding

Norway, along with three other donor countries, has provided financial support to the fund since its inception in 2010. Three additional donors have aligned themselves with the fund in recent years. In addition, the Office of the Auditor General of Norway has had a technical cooperation with the Office of the Auditor General of Nepal since 2008.

HOW MUCH:

Norway has contributed a total of NOK 15 million, which comprised almost 20 per cent of the total payments from donors in the period 2010–2015.⁴⁷ Norway is supporting a new phase of this work up to 2022.

SOURCES:

- > Government of Nepal (2008), PEFA, [An Assessment of the Public Financial Management Performance Measurement Framework](#).
- > Nepalese Ministry of Finance: web page about PEFA.
- > World Bank (2015), [Nepal Country Snapshot](#) October 2015, p. 29.

⁴⁷ World Bank (2015) Nepal Country Snapshot October 2015, p. 29.



Energy cooperation

CLEAN ENERGY IS VITAL FOR SUSTAINABLE DEVELOPMENT

[One billion people in developing countries do not have access to electricity.](#) More than 80 per cent of global energy consumption is based on fossil energy sources that pollute the environment. Diesel generators account for much of the power production, and this type of power is both polluting and costly.

A sustainable, reasonable and reliable energy supply is a precondition for eliminating extreme poverty. Renewable energy promotes economic growth, and is a key component of the fight against global climate change. In order to develop the energy sector, developing countries need to increase their professional and academic competence, project competence and institutional competence.

WORKING METHODS AND PARTNERS

Norwegian support to capacity development in the energy sector encompasses twinning arrangements, higher education and research, further education and occupational training.

The collaboration focuses on government energy authorities, power companies, universities and vocational schools. Norwegian expertise is requested in areas such as construction and operation of hydropower plants, integrated use of water resources, regulation of the energy sector, and coordination between the power industry and academia. The choice of topic and form of cooperation depends on the recipient's needs and wishes.

The most important Norwegian actors involved in twinning in the energy sector are the [Norwegian Water Resources and Energy Directorate](#) (NVE) and [Statnett](#). With responsibility for integrated management of Norway's water and energy

resources, NVE has expertise that is relevant for developing countries. NVE's development cooperation, which dates back to the 1950s, encompasses support to the formulation of laws and regulations, hydrology and licence processing. Statnett is responsible for the Norwegian power system. In the period from 2007 to 2014, Statnett assisted with capacity development of national power companies in Kenya, Tanzania and Uganda. The collaboration included system operations, maintenance, network planning and implementation of investment projects.

Support to infrastructure projects via private actors such as Multiconsult and Norconsult also contributes to capacity development. This includes assistance with preparing tender documents and carrying out contract negotiations and construction management.

The Norwegian Programme for Capacity Development in Higher Education and Research for Development

within the Fields of Energy and Petroleum (EnPe) seeks to strengthen capacity in the energy and petroleum fields in higher education institutions in low- and middle-income countries. Read more about EnPe [under the research programme NORHED](#).

The [International Centre for Hydropower](#) (ICH) organises courses on planning, design, construction and operation of hydropower plants from a multidisciplinary perspective. An increasing number of courses are organised in cooperation with partners in developing countries.

In recent years, Norway has supported Arusha Technical College (ATC) in Tanzania and Butwal Technical Institute (BTI) in Nepal. Support to ATC encompasses rehabilitation of the Kikuletwa power station, which will be used as a training centre and provide engineering education for technicians. NVE and ICH contribute by creating the curriculums. BTI offers both theoretical and practical education, and it graduated 800 students in electromechanical subjects between 2007 and 2015. Norway has funded the upgrade of teaching venues and materials.

[Norad's report on clean energy for development](#) during the period 2007–2015 provides more details on Norwegian support to clean energy.

WHAT NORWAY CONTRIBUTES TO:

The main objective of Norad's clean energy



Assembly of power poles outside of Lichinga in Mozambique. PHOTO: Ken Opprann

initiative is to reduce poverty, stimulate economic growth and reduce pollution. Twinning arrangements have helped to increase capacity in national institutions and improve the institutional environment for the sector.

Since 2007, the initiative has helped 18 million people gain access to modern energy. Almost 10.5 million people have gained access to electricity and nearly 7.5 million people have

gained access to better cooking stoves and biogas. Eleven countries have improved their management of the energy sector.

About 250 master's and doctoral degree students have received education in clean energy technology through Norad's programmes. Many of them now work in the energy sector in their home countries. Roughly 3100 students have taken part in short-term courses and seminars on clean

energy. The share of women among master's degree students and participants in short-term courses is about 30 per cent.

In Nepal, the Norwegian University of Science and Technology (NTNU) and SINTEF Energy Research have helped to establish and expand two hydropower laboratories. A new energy Act was adopted in Liberia, and Norway has assisted with the [reconstruction of Liberia's largest hydropower plant](#). A twinning arrangement in Bhutan has helped to develop the Mangdechhu hydropower plant in accordance with international environmental standards. Due in part to Norwegian support to the energy sector in Bhutan, [almost the entire population has access to electricity](#).

WHERE:

The support is targeted especially towards countries with significant potential in the area of hydropower. Most of these countries are relatively stable today, but many have experienced serious unrest in the past.

Twinning arrangements between NVE and Statnett have supported partner organisations in Angola, Bhutan,⁴⁸ Ethiopia, Ghana, Kenya, Liberia, Mozambique, Myanmar, Tanzania, East Timor, Vietnam, Nepal, South Sudan and Liberia. Support to master's level education is provided in cooperation

⁴⁸ In Bhutan, the Norwegian Geotechnical Institute (NGI) has also assisted with knowledge transfer, in part for protecting hydropower plants against earthquake damage.

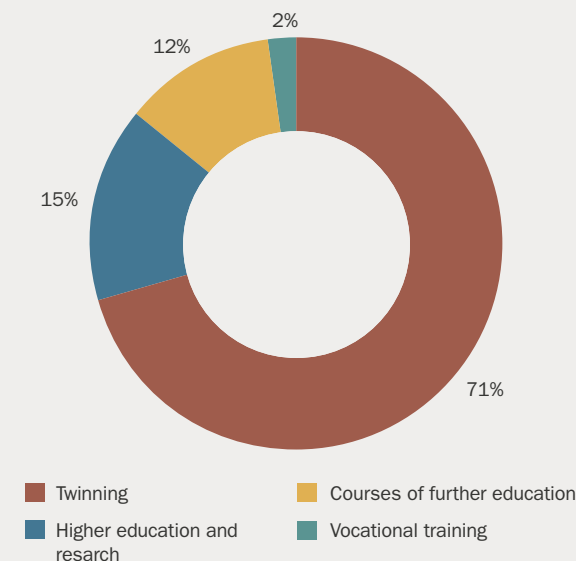
with universities in Ethiopia, Ghana, Mozambique, Malawi, Nepal, South Africa, Tanzania and Uganda.

HOW MUCH:

In the period 2007–2016, Norway allocated about NOK 770 million to capacity development in the energy sector.⁴⁹ Twinning represents more than 70 per cent of the support. Annual assistance has increased from less than NOK 40 million in 2007/2008 to about NOK 100 million in recent years.

⁴⁹ In addition to this comes technical collaboration with private consulting companies and capacity development through infrastructure projects.

FIGURE 2 // TWINNING REPRESENTS MORE THAN 70 PER CENT OF SUPPORT TO CAPACITY DEVELOPMENT IN CLEAN ENERGY



Selected development cooperation agreements based on a qualitative assessment by Norad. Total 2007–2016: NOK 769 million. SOURCE: Norad



Improved regulation of the power sector in Bhutan

Together with other donors, Norway has provided support to Bhutan's development of hydropower since the 1980s. At that time, only one per cent of the population had access to power. Today, almost the entire population has access to power, and the country has been exporting electricity to India since 2007.

WHY: Vast water resources

Bhutan is a monarchy in the Himalayas which for many centuries was isolated from the rest of the world. Beginning in the 1960s, the country gradually opened up, and since the 2000s it has increasingly engaged in international cooperation.

Bhutan has enormous water resources, and in the 1980s the World Bank began supporting Bhutan to expand the power production in the country. Norway joined this cooperation and



The team who drill holes and load explosives are preparing the next blast in Punatshangchhu in Bhutan. PHOTO: Ken Opprann

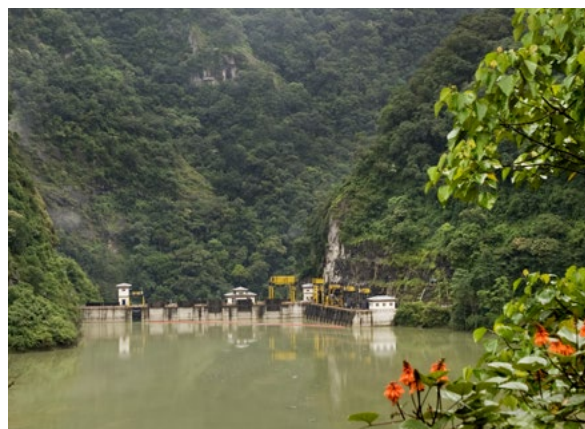
has provided long-term support to the energy sector in Bhutan. The assistance has helped the energy authorities in Bhutan to utilise water resources in an effective manner.

RESULTS: Almost 100 per cent electrified

Today Bhutan is almost 100 per cent electrified, and the country has improved its institutional capacity to manage its energy resources. The country's progress is a result of enormous effort on Bhutan's part, with considerable assistance from Norway and other countries. One result of the cooperation is the development of strategies for the utilisation of solar, bio and wind energy, as well as plans to improve energy efficiency in buildings and industry.

The country has been exporting electricity since 2007. Revenues from this now account for 25 per cent of the country's total domestic revenue.⁵⁰ Access to electricity has improved the quality of life in rural areas, especially for women and students, where stable access to electricity makes it possible to work at home during evening hours. The service hours of shops and health clinics has also been expanded.

⁵⁰ This is a decline from 40 per cent in 2010 due to higher export revenues in other sectors.



The Tala dam in Bhutan. PHOTO: Ken Opprann

The first major outcome of the energy cooperation occurred in 1993 with the preparation of a national master plan for hydropower and power lines. The plan summarised the potential of hydropower throughout Bhutan and included 72 projects.

Norway later supported the implementation of parts of the master plan, including detailed planning of one large-scale hydropower facility, Mangdechhu, in the middle of Bhutan. Norwegian consultants carried out the planning in the initial years, but later local employees performed most of the work. The project was further developed and expanded, and is expected to be completed in 2019 under the auspices of an Indian-Bhutanese company. Norway's cooperati-



Power line in the mountains by the Tala dam in Bhutan. PHOTO: Ken Opprann

on with Bhutan also included early-phase planning of 27 other hydropower plants.

Due to successful achievement of objectives, as well as Norway's desire to focus its assistance on fewer countries, the bilateral energy cooperation with Bhutan is being phased out. Norwegian support to Bhutan's energy sector continues via regional initiatives and support to the Asian Development Bank and the World Bank.

WHAT: Capacity development in the areas of hydropower and geohazards

The main pillars of the cooperation were initially training and capacity development for government authorities in the areas of hydropower and geohazards. Training was provided through formal education and further education courses. Altogether 23 people have taken a master's degree in energy at universities in Norway and other countries. Technical experts have received support to participate in 467 short courses on various energy-related topics. In addition, Norwegian consultants assisted in the initial phases with the planning of large hydropower plants. Later, the cooperation was expanded to include advice related to renewable energy sources other than hydropower (solar, bio and wind energy) and energy efficiency.

In 2000, Bhutan wanted to establish a technical collaboration with the Norwegian Water Resources and Energy Directorate (NVE) to define the framework conditions for energy, especially for the preparation of guidelines for regulation of the sector. NVE has provided advice on the drafting of laws and regulations, training in hydrology, flood warning and glacier measurement, and prepared manuals for electricity and dam safety. The sector has been regulated since 2000 through the

establishment of state-owned power companies, a power grid company and an independent regulator.⁵¹

In 2000, the main road between the capital city of Thimphu and India was blocked by a major landslide. Such landslides are common due to weak rock formations, steep slopes and torrential rain. Bhutan thereafter wanted support from Norway in the area of geohazards. The Norwegian Geotechnical Institute (NGI) became involved to enhance local expertise in geotechnical studies. NGI has provided training in the use of technology for geotechnical studies, especially for the construction of hydropower plants, tunnels and roads. As part of the collaboration, a pilot study was conducted to build a tunnel between the cities of Thimphu and Wangdue. The tunnel will cut the distance in half and reduce driving time to about one-third of what it is today.

⁵¹ In Norway, NVE acts as the regulator for the energy sector. In Bhutan, the regulator will have a similar role, albeit adapted to local conditions.

WHO:

Bhutan's energy ministry and its subordinate agencies have been local partners. Later, the cooperation was expanded to include the power grid company, the regulator and the national power company. On the Norwegian side, NVE and NGI have played a crucial role, as have Norconsult, Multiconsult, the Ministry of Foreign Affairs, Norad and the Norwegian Embassy in New Delhi. Other key actors in the energy sector have been India, the Asian Development Bank, Japan, Austria, the Netherlands and Denmark.

HOW MUCH:

Norway's support to the energy sector in Bhutan in the period 1988–2016 was NOK 194 million. Energy assistance from Norway in the period 1990–2013 comprised about 18 per cent of the international energy assistance to Bhutan (excluding assistance from India).

SOURCES:

> Norad's summary [report of energy cooperation between Bhutan and Norway](#), April 2017.



Comprehensive training in the operation of the electric power system in Liberia

Protracted civil war in Liberia until 2003 left the country in ruins. Large-scale assistance to the state-owned power company Liberia Electricity Corporation (LEC) from a number of actors, including Norway, has helped to rebuild the electricity supply. The results will only be sustainable if Liberia itself is equipped to operate and maintain its power plants and distribution grid.

WHY: Hydropower is an important source of electricity in Liberia

The Mount Coffee hydropower plant was destroyed and looted during and after the civil wars. The expertise needed to operate the power plant was gone as well. Mount Coffee was Liberia's only hydropower plant, and before the war it delivered electricity to 35 000 households. The power plant has not been



Transformer and switching systems under construction in Monrovia, Liberia. The plant distributes power from Mt. Coffee power plant out on two 66kV power lines to Monrovia. PHOTO: Knut Gakkestad

in operation since 1990, and the population has relied on non-renewable energy sources such as coal and diesel. About 90 per cent of the population still does not have access to electricity.

Rebuilding the power plant has been a priority objective for Liberia and President Ellen Sirleaf Johnson. In 2011, Norway, the German development bank (KfW)⁵² and the European Investment Bank (EIB) reached an agreement with the Liberian authorities to fund the reconstruction project. Since then, the Millennium Challenge Corporation (MCC) from the US has also provided funding to the project.

RESULTS: Power supply for 50 000 customers

Mount Coffee has gradually been rebuilt, and the power plant now supplies electricity to about 50 000 customers, mostly poor households. In addition, the electricity is used for public buildings and street lights.

The hydropower plant will be completed with four turbines and an overall capacity of 88 MW in the course of 2017, and it will be the main source of electricity in Liberia. A contractor will be responsible for operation of the power plant

⁵² Kreditanstalt für Wiederaufbau.



Preparation of turbine shaft for mounting on Mt. Coffee power plant. PHOTO: Knut Gakkestad

during the first five years. After this, the facility will be operated by the Liberia Electricity Corporation (LEC).

The power produced at Mount Coffee is relatively inexpensive, and the price of electricity for customers could be cut in half from about USD 0.50 to about 0.25 per kWh. For the business sector, it will be more advantageous to use less expensive, more stable electricity from the grid rather than to produce it with diesel generators as is the case today. A rapid increase in new customers and electricity consumption is expected.



Rehabilitation of the 10 flood gates from 1964 at the intake dam to Mt. Coffee power plant. PHOTO: Knut Gakkestad

WHAT: Project management and training of local employees

Norway has supported the reconstruction of the Mount Coffee hydropower plant and electricity grid in the capital city of Monrovia since 2006.

Recruitment of Liberians is important for the training of local expertise, and will help to ensure that the power plant can be managed by local experts in the future.

The actual construction of the power plant has entailed the recruitment of many local, mostly unskilled, workers. Many of them have received on-the-job training that raises their competence

level so they can perform jobs in the future such as machine operation and concrete work.

One challenge has been local workers' experience with and attitudes towards health, safety and environment at the workplace. Extensive follow-up and training have been necessary in this area as well.

Considerable work has been dedicated to recruiting personnel for project management and construction processes as well as choosing the contractor that will operate the power plant during the first five years. Many people have applied for jobs, and extensive testing has been carried out to find qualified applicants. Basic knowledge must be checked, as diplomas may be forged or educational programmes may be of very poor quality. Some positions require knowledge that is difficult to find in Liberia.

The Norwegian consulting company Norplan/Multiconsult and the German company Fichtner have been engaged to carry out the planning itself and to follow up the construction work on the facility.

To ensure an effective planning and construction process, Norway funded a project implementation

unit (PIU) to carry out the owners' function until the facility is completed at the end of 2017. The unit has consisted of up to five international experts and 20 Liberians. The PIU has the overall responsibility for budgets, planning, contracts and construction of the power plant and power lines.

To ensure competent operation of the power plant in the start-up phase, a professional operator will be responsible for operating the power plant and developing local expertise in the first five years before the LEC takes over the operations. A Swiss operator has been selected for this assignment. A total of 18 Liberians will receive training in how to prepare the LEC to operate the facility itself.

Engineering students from technical schools and the university in Monrovia have also had the opportunity to undertake short-term internships at the Mount Coffee facility.

HOW MUCH:

Norway has contributed NOK 492 million to rehabilitation of the power plant, which corresponds to about 20 per cent of the total costs. Norway fully funded the PIU from May 2013 to the end of 2017 with NOK 110

million. Included in this is partial funding for training of local employees.

LESSONS LEARNED:

Due to the general population's very low competence level as a result of a lengthy civil war and lack of education, training must also encompass basic skills such as arithmetic, reading and writing. Specialised training is time-consuming and requires a great deal of effort and resources.

Professional international assistance with the planning, construction and operation of the Mount Coffee power plant has been necessary for ensuring effective implementation, while simultaneously building up local expertise through participation in all processes. This also ensures sustainability.

SOURCES:

> Project reports, meetings, presentations and field visits.



Forty years of energy cooperation has increased access to electricity in Mozambique

Together with Norway and other partners, Mozambique has increased its power generation, developed its electricity grid and raised the level of expertise within key institutions in the country's energy sector. During the past 25 years, the share of the population with access to the electricity grid has risen from one to 26 per cent.

WHY: No development without energy

Mozambique gained its independence from Portuguese colonial rule in 1975 following a 20-year war of independence. At that time there was no national electricity grid in Mozambique, and access to electricity was quite limited. About two years after independence, a civil war broke out, which ended in 1992. During the civil war, Mozambique had a dire need for help to maintain a minimum electricity



Small businesses get new opportunities with access to power. Sandus Antonio Gewado shaves Tupele's hair with an electric shaver. PHOTO: Ken Opprann

supply to the major cities. Following the civil war, only 15 of the country's then 130 districts had an electricity supply of any significance, and it was a key policy objective to expand the national electricity grid to reach all of the districts in the country. In this way the government authorities sought to unify the nation, strengthen the public administration, promote political stability and facilitate economic growth.

RESULTS: Growth of an energy nation

Together with Norway and other development partners, Mozambique has come a long way in successfully achieving its objective of electrifying the country: 147 of 154 districts have been electrified by the end of 2016. The share of the population linked to the national power grid rose from one to 26 per cent in the same period.

Mozambique has established a national utility, Electricidade de Moçambique (EDM), which today supplies seven million people with electricity. Domestic power generation has increased from about 500 GWh/year in 1992 to roughly 18 000 GWh/year in 2016. Through developing expertise within the utility, it was possible for the country to launch large-scale generation and transmission projects, both domestically and for power trade with neighbouring countries.



Access to power provides new opportunities in households as well. Margarida Agida with one of her electrical kitchen utensils. PHOTO: Ken Opprann

Most of the country's power comes from Cahora Bassa, the largest hydropower plant (2075 MW) in southern Africa. As the majority owner, the government of Mozambique controls this cornerstone of the national power system.

In 1997, a new energy Act permitted private ownership of power plants in Mozambique. Today, privately owned solar power plants have a total capacity of close to 300 MW.

WHAT: Broad-based cooperation

Mozambique and Norway began their energy cooperation shortly after Mozambique gained its independence. The early cooperation involved the building of small hydropower plants and



Lucas Lesta (TV) and Ozias Molane work at Lichinga Substation in Mozambique. PHOTO: Ken Opprann

delivery of diesel generators in the major cities. Around 1980, a collaboration between EDM and the Norwegian Water Resources and Energy Directorate (NVE) was established. This was the first twinning arrangement initiated in the energy sector, and it represents a major milestone in Norwegian energy-related assistance.

During the civil war, which lasted from 1977 to 1992, critical infrastructure in the power system was often the target of sabotage. At that time, Norway contributed substantial funds for spare parts and maintenance to protect critical electricity supplies in various parts of the country.

Following the peace treaty, Mozambique enjoyed a lengthy period of stability and growth. From the early 1990s until today, Norway has funded several large electrification projects in cooperation with other donors. As a result, 1750 km of power lines have been built and more than 200 000 people in rural areas have gained access to electricity from the power grid. An additional 80 000 people have gained access to electricity from small-scale systems such as solar home systems. In addition, more than 400 000 people have acquired cook stoves for cleaner and more cost effective cooking. Norway has provided training for more than 800 employees in various central government institutions.

Over the past ten years, Norway has focused on developing a framework for private investment in power generation. Norwegian advisers have helped to develop a legal framework for power procurement, and enhanced EDM's expertise in the areas of negotiations and contracts with private developers. As one example, Norway has supported the processes to develop three large natural gas power plants and the country's first solar power plant linked to the grid. Norfund has provided partial funding for the solar power plant. Donor coordination has also been a main focus in recent years.

Through cooperation with other funding institutions, Norway has successfully designed a large-scale programme for emergency repair within the electricity grid. The programme will be implemented in the coming years.

WHO:

Energy cooperation between Mozambique and Norway has involved multiple actors. On the Mozambique side, the Ministry of Mineral Resources and Energy (MIREME) with its subordinate agencies, including the utility EDM, have played a key role. On the Norwegian side, the most important actors have been NVE and Norconsult, in addition to the Ministry of Foreign Affairs and Norad.

HOW MUCH:

Norway's support to the energy sector in Mozambique in the period 1980–2016 was about NOK 2.4 billion.⁵³ Energy assistance comprised about 20 per cent of the total Norwegian aid to Mozambique, which in the same period was roughly NOK 12.3 billion.

SOURCES:

› Norad (2017), Mozambique and Norway – 40 Years of Energy Cooperation.

⁵³ This includes support to the power sector and clean energy. The Oil for Development programme is not included.



The Oil for Development programme



PHOTO: Bjørn Kristoffersen

SOUND MANAGEMENT OF OIL AND GAS RESOURCES CAN BE INSTRUMENTAL IN POVERTY REDUCTION

A country's oil and gas production can promote significant economic and social development if the revenues are managed well. However, in many countries it has proved difficult to convert petroleum revenue into greater welfare for the population as a whole. Many developing countries with large petroleum revenues are caught up in what is often called the 'oil curse'. Typical features of this are macroeconomic imbalance, widespread corruption, political unrest, and major environmental destruction.

Norway is one of the few countries that has managed to avoid the 'oil curse'. The Oil for Development programme seeks to share Norway's experience with managing its oil resources in a manner that promotes sustainable economic growth and greater welfare for the entire population.

WORKING METHODS AND PARTNERS

The Oil for Development programme assists Norway's partner countries with developing capacity in public administration and establishing a political and legal framework for the petroleum sector. Before cooperation is established, a country's government authorities must submit a specific request for assistance. The focus and methods are adapted to the needs of the individual country. In concrete terms, the cooperation may encompass support to formulate laws and regulations for the sector, technical knowledge transfer, training in management of environmental impacts, exchange of experiences related to good revenue management and funds, as well as knowledge about mechanisms for ensuring transparency and equality in legislation.

The Oil for Development programme also aims to promote democratic control of petroleum management through instruction for members of parliament,

civil society and the media. A number of Norwegian and international civil society organisations receive support from the programme to enhance their efforts in the programme's partner countries. The programme also cooperates with international actors such as the United Nations Environment Programme, the Extractive Industries Transparency Initiative (EITI) and the International Monetary Fund (IMF).

Norwegian agencies are primarily responsible for implementing the programme. The most important of these are the Norwegian Petroleum Directorate, the Petroleum Safety Authority Norway, the Norwegian Environment Agency, the Norwegian Coastal Administration, Statistics Norway and the Oil Taxation Office Norway. The Norwegian embassies also play a vital role, both in managing the programme and implementing it in the partner countries.

WHAT NORWAY CONTRIBUTES TO:

The Oil for Development programme has three main outcomes

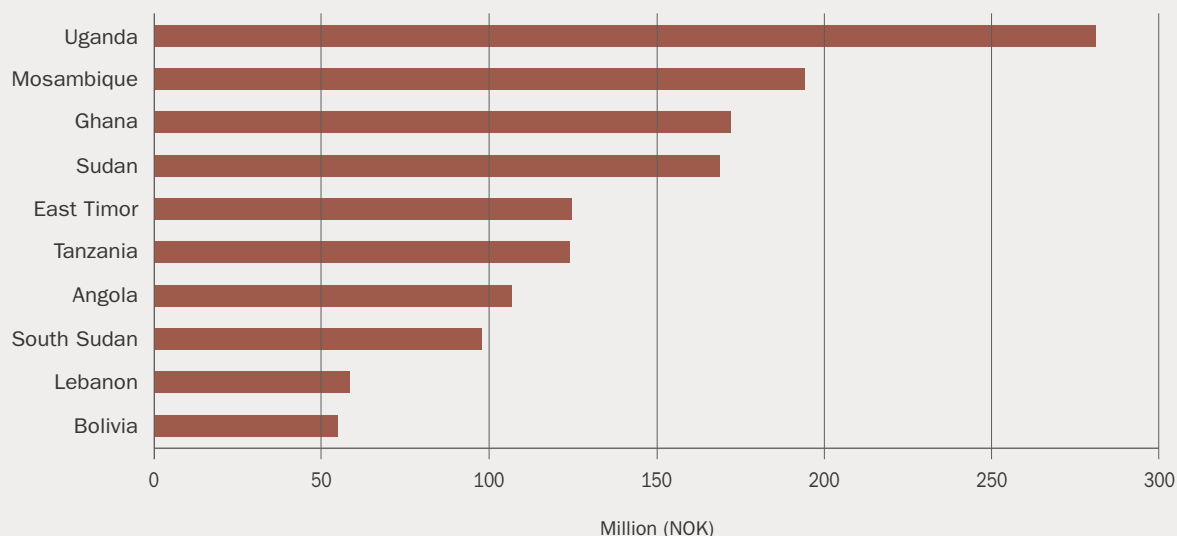
1. The authorities have established a legal and regulatory framework for the petroleum sector.
2. The authorities manage the petroleum sector according to their mandate.
3. The authorities are transparent in their management of the petroleum sector, and the public holds the authorities accountable.

If these three sub-objectives are fulfilled, it will promote the sound management of petroleum resources, which in turn will help to reduce poverty in the country.

The Oil for Development programme has generated concrete results in several countries.

- › [The legal framework for petroleum activity in Mozambique has been strengthened considerably.](#)
- › Assistance to Ghana has resulted in a new petroleum Act, which will help to improve the country's potential to utilise the petroleum resources from its most important field, the Jubilee oil field.
- › Support to civil society in Uganda has contributed to a broad-based information campaign against the government's desire to open up drilling in protected nature reserves. Exploration and drilling activity in these areas has now

FIGURE 3 // TEN LARGEST PARTNER COUNTRIES IN THE OIL FOR DEVELOPMENT PROGRAMME SINCE ITS INTRODUCTION IN 2006



Support through Oil for Development, distribution among the ten largest partner countries. Total 2006–2016. Million NOK. South Sudan was declared an independent state in 2011 and has since been a partner in the programme. SOURCE: Norad

been put on hold.⁵⁴ In addition, the legal and regulatory framework has been expanded and the authorities' capacity has been developed with regard to regulation of future contracts within the petroleum sector.⁵⁵

⁵⁴ See Norad's results report 2016 Civil Society, page 66

⁵⁵ See Norad's website on the [Oil for Development programme in Uganda](#)

- › In East Timor, the Oil for Development programme has been instrumental in the development of the petroleum sector and helped to ensure that the country now has a petroleum fund.

WHERE:

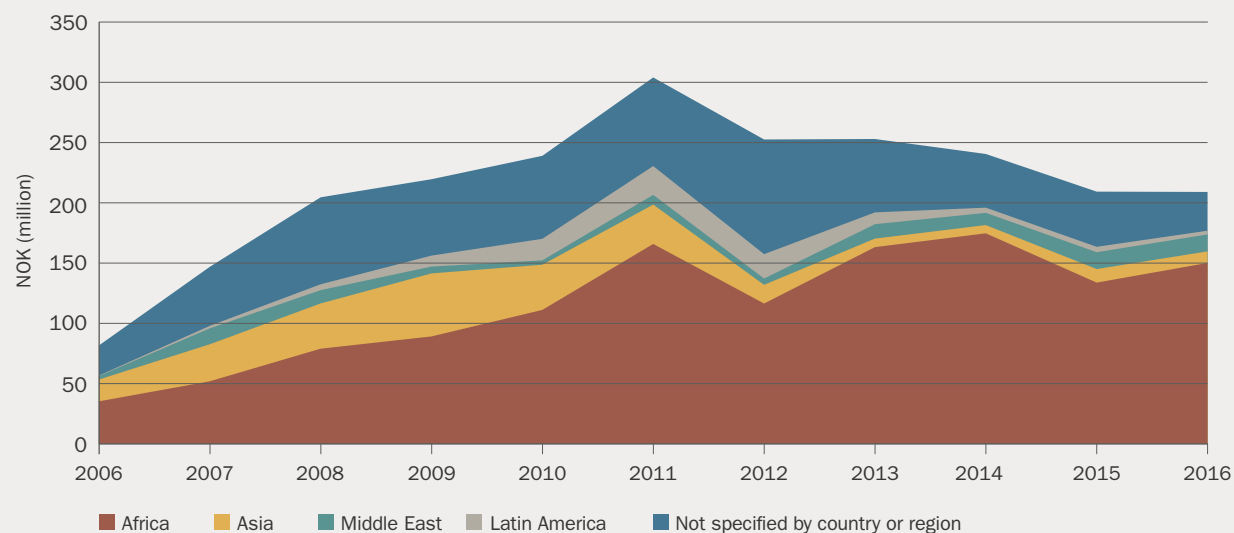
The programme cooperates mainly with African countries. Seven of the ten largest partner countries are located in Africa (Figure 3).

The proportion of the programme's disbursements to Africa have increased steadily from about 40 per cent in the period 2006–2009 to 72 per cent in 2016. The largest country programmes in 2016 were, with a few exceptions, also the largest in the entire history of the programme.

HOW MUCH:

The Oil for Development programme was introduced by the Norwegian government in 2005. In the first year, 2006, disbursements came to NOK 60 million. In the period from 2008 to 2016, annual disbursements varied from NOK 200–300 million (Figure 4). Following a consolidation process that reduced the number of programme countries, the programme disbursed about NOK 211 million in 2016 to 13 partner countries.

FIGURE 4 // COUNTRIES IN AFRICA ARE IMPORTANT PARTNERS IN THE OIL FOR DEVELOPMENT PROGRAMME



Support through Oil for Development from the first calendar year in 2006 to 2016, by region. NOK (million). SOURCE: Norad



Tanzania's first national oil spill contingency plan

Tanzania's first national oil spill contingency plan was completed and approved in 2017. Work on the plan has been ongoing since 2011, with Norwegian support through the Oil for Development programme.

WHY: Oil spills can have disastrous consequences for the environment

An oil spill can have disastrous consequences for the environment. Oil spill containment and clean-up is challenging, and the clean-up process itself can pose a threat to animal and plant life, agriculture, fishery and tourism. Oil spills can also pollute drinking water sources, pose a risk to life and health, and entail significant economic costs.

National contingency plans are critical for the ability to deal quickly with a serious oil spill using appropriate measures. Such plans define 'who does what and how'. The authorities' work related to a contingency plan involves training personnel, procuring equipment and clarifying the respons-



Oil spill exercise outside of Dar es Salaam, Tanzania. PHOTO: Ken Opprann

ibilities of the various government agencies. It is also important to hold joint exercises with operators on the Norwegian shelf. Norway has years of experience with oil pollution preparedness and response, and has developed a well-coordinated system to prevent spills and ensure that both the operators and government authorities are adequately prepared should a spill occur.

RESULTS: National oil spill contingency plan

Tanzania's first national oil spill contingency plan was completed and approved in 2017. Work on the plan has been ongoing since 2011, with Norwegian support through the Oil for Development programme. In 2017, Tanzanian authorities organised a regional workshop for ten countries on oil spill preparedness and response in cooperation with the

Oil for Development programme, the United Nations Environment Programme and the Nairobi Convention Secretariat.

A contingency plan can mitigate the negative impacts of oil pollution. One result is better cooperation with the national committee for the planning of oil spill preparedness and response, and between central government authorities, the municipalities and the business sector.

In order to maintain preparedness, further work is needed, especially on implementation of the plan, planning of exercises, training of personnel, and procurement and maintenance of equipment. The Oil for Development programme assists the Tanzanian authorities with this.

WHAT: Technical advice on implementing the contingency plan

The Norwegian Coastal Administration via the Oil for Development programme has played a crucial role in the work on the oil spill contingency plan, and has assisted with:

- › advice in discussions on how the contingency plan can be implemented, why it is important for all parties involved to be familiar with the plan and how future efforts can be organised;

- › transfer of knowledge and expertise through delegation visits to Norway to observe Norwegian exercises, visits to a Norwegian equipment depot, demonstrations of oil spill equipment and information about how larger coordination exercises are conducted by Norwegian authorities and operators;
- › support for implementing the plan, including desktop exercises and an initial full-scale exercise in 2015.

WHO:

The Oil for Development programme is implemented as a twinning arrangement between Tanzanian institutions and their Norwegian partners. The Tanzanian institutions participating are the Ministry of Energy and Minerals, the Ministry of Lands, Water, Energy and Environment – Zanzibar, the Vice President’s Office, the Prime Minister’s Office, and the Ministry of Finance and Planning with their subordinate agencies and offices. The Norwegian institutions involved are the Ministry of Petroleum and Energy, the Ministry of Climate and Environment, the Ministry of Transport and Communications, the Norwegian Petroleum Directorate, the Norwegian Environment Agency, the Petroleum Safety Authority Norway and the Norwegian Coastal Administration.

HOW MUCH:

Norway has contributed NOK 46 million in the period 2013–2016, of which NOK 10 million has gone to environmental efforts.

LESSONS LEARNED:

Work on the oil spill contingency plan has helped to improve cooperation between Tanzanian authorities and between the authorities and the business sector. The process has also shown that priority must be given to implementing the plan and familiarising all relevant actors in Tanzania with it.



Improved management of petroleum resources in Mozambique

The Oil for Development programme has promoted greater institutional capacity in the agency that regulates the petroleum sector in Mozambique. Key results are improved legal framework and open and competitive licensing rounds.

WHY: Mozambique manages vast natural gas reserves

The basis of effective and responsible management of petroleum resources is suitable legislation, which the responsible authorities also have the ability to implement. Competence within public institutions that have a mandate to regulate the petroleum sector must also be developed.

The first two profitable oil fields in Mozambique were the relatively small Pande and Temane fields, where production began in 2000. At that time, the legal framework and the capacity of

public institutions to regulate the oil and gas sector in Mozambique was relatively weak.

In the period 2010–2013, vast natural gas reserves were discovered in the Rovuma Basin off the coast of Mozambique's northernmost province of Cabo Delgado. This piqued the interest of large international petroleum companies. Eni, an Italian company, is the operator for the planned construction of the Coral South project, a floating LNG facility that converts natural gas to transportable liquid. The project has now been approved, and the operators have made a final investment decision. Construction of the facility entails planned investments by international companies of USD 8 billion, which corresponds to 72 per cent of Mozambique's GDP in 2016. Planned international investments for the other large field in the Rovuma Basin, the Golfinho-Atum field, are estimated at 273 per cent of GDP in 2016. The discovery of the enormous natural gas deposits in the Rovuma Basin places completely different demands on petroleum management in Mozambique than previously. Total investments are expected to amount to USD 100 billion, a sum which will



Natália Camba, Head of the HSE Department at the national petroleum Institute in Mozambique (INP), inspection on a drilling rig. PHOTO: Caludio Novel

fundamentally change the economy of a country such as Mozambique with a GDP well under five per cent of Norway's GDP.⁵⁶

RESULTS: Improved legal framework for the petroleum sector

Legal advice and technical assistance provided to the national petroleum institute, Instituto Nacional de Petróleo (INP), has led to changes in laws and regulations for petroleum activities. These form the basis for new contract templates for the companies' exploration and extraction activities, in keeping with good international standards. The templates restrict the terms and conditions that can be negotiated, and lessen the need for negotiations with international oil companies when new trial drilling licences are issued. This helps to safeguard Mozambique's interests, as the companies have much greater access to human and financial resources than the INP has in a negotiating situation.

The INP managed the successful implementation of the technical aspects of the last licensing round, providing transparent professional technical assessment of proposals from licensees.

⁵⁶ 3–3.5 per cent of Norway's level, depending on the source (WB, IMF, UN-Stat Division).



Inspection on a drilling rig – part of training received by the INP from the petroleum Safety Authority Norway. PHOTO: Caludio Novel

A precondition for successful national resource management is that the authorities have a good overview of the natural resources. Several years of systematic cooperation between the INP and the Norwegian Petroleum Directorate, and extensive data collection by the INP, have resulted in the establishment of a reference database. The database contains information about oil companies, licensing contracts, well data, seismic surveys, prospects, discoveries, fields and estimates of petroleum resources. Production data were recently included as well.

The database is integrated with a software program with a geographic information system which allows the INP to produce its own maps of petroleum activities. In 2015, the database was used to establish the first national overview of oil and gas resources. This was an important milestone in the efforts to establish annual estimates of available resources in keeping with international standards. This will create a framework for the preparation of national resource accounting and an effective petroleum administration in Mozambique. Knowledge about

the resource base is also vital for the ability to assemble an appropriate area portfolio for future licensing rounds.

WHAT: Capacity development in the areas of resource management, safety and environmental issues

Norway has assisted with capacity development in petroleum resources management in Mozambique since the early 1980s. In 2005, the Norwegian Oil for Development programme was established, and at the same time a OfD country programme for Mozambique was launched. Capacity development efforts have focused primarily on resource management and safety and environmental issues. The programme has also assisted with capacity development in the areas of auditing, data processing and ICT systems. Training consists of twinning, advice from technical experts, workshops and delegation visits in Norway to learn from Norway's experience with oil and gas management.

WHO:

Norwegian institutions: the Norwegian Petroleum Directorate, the Ministry of Petroleum and Energy, the Petroleum Safety Authority Norway, the Norwegian Environment Agency, the

Ministry of Foreign Affairs, the Norwegian Coastal Administration and Norad.

Mozambican institutions: Instituto Nacional de Petróleo, Ministério dos Recursos Minerais, Ministério para a Coordenação da Acção Ambiental, Autoridade Tributária de Moçambique and Ministério da Economia e Finanças.

HOW MUCH:

Norway contributed NOK 92.7 million from 2014 to 2016.

LESSONS LEARNED:

An important lesson learned is that long-term cooperation and trust are the key to strengthening institutional capacity. Flexibility is crucial as well. Close political dialogue is important for achieving sustainable results.

SOURCES:

- > Midterm Evaluation 2016.
- > Oil for Development Annual Report 2016.
- > Oil for Development Annual Report 2015.



Uganda's petroleum management has improved through support from the Oil for Development programme

The Oil for Development programme has enhanced the competence of Ugandan authorities to manage the start-up of oil production in the country. This includes negotiating better contracts with oil companies, managing environmental challenges and improving financial management.

WHY: Need for regulation of petroleum activities

Oil was discovered in Uganda almost 100 years ago, but it was not until 2006 that commercially viable deposits were identified. In 2006, the regulations for oil extraction were inadequate and based on a law from 1985 that was not always applied.

Many of the environmentally oriented laws and regulations were in place in 1998, but regulation



View from Nyarigongo in Uganda. PHOTO: Helle Biseth

of petroleum activities was inadequate. It has therefore been a high priority under the Oil for Development programme to update the laws and relevant regulations.

The oil deposits may be highly significant for development in Uganda. Sound management and distribution of revenues from oil and gas can promote economic growth and reduce poverty. Petroleum activity also presents a number of challenges, especially because the oil fields are located in a very fragile natural area. In addition, shipping the oil to the international market is demanding due to the country's lack of a coastline. Due to these challenges, the country requested Norwegian expertise and experience.

RESULTS: Petroleum management established in keeping with international principles

The partners in Uganda are various ministries and agencies involved in petroleum management. Competence has been enhanced throughout the entire scope of petroleum management. The results include the formulation of legislation and routines, and implementation of management and regulation of petroleum activities in the country. This gives Uganda a basis for petroleum management that complies with the best international principles for management of the sector.



Virunga national park in Uganda. PHOTO: Helle Biseth

National oil and gas policies⁵⁷ from 2008 were prepared with Norwegian support, and served as a solid basis for updating legislation and developing strategies and plans for petroleum activities. The guidelines were prepared with the knowledge that the country was entering a field development phase. According to the Ugandan petroleum authorities, the guidelines have helped to develop capacity in the country, and production can probably begin in 2020.

⁵⁷ National Oil and Gas Policy.

A strategic assessment of the environmental impacts of petroleum activity for the Albertine Graben region has been conducted with assistance from Norway. Following a public hearing, plans for interventions were approved by the Ugandan government. The plans regulate the development of areas that will be affected by petroleum activity and are followed up by a committee comprised of representatives from several ministries. The environmental authorities receive advice and training in environmental impact assessment, monitoring of natural

parks, as well as development of both oil spill preparedness and response and national contingency plans.

Statistics Norway, in cooperation with the Uganda Bureau of Statistics, has assisted with the collection and publication of figures on oil and gas investments, which will be completed during 2017. As a result, the national accounts can also be updated to include the petroleum sector.

WHAT: Technical advice for formulation of legislation

Norway has provided technical advice to Uganda since 1993. In 2005, this was expanded to include a fully-fledged twinning programme under the Oil for Development programme. The programme has provided advice for the preparation of Uganda's two new petroleum Acts and the Public Finance Act. The Petroleum Authority of Uganda and the state-owned Uganda National Oil Company were established in the wake of this legislation. Moreover, the Oil for Development programme has helped with the updating of the Environment Management Act which now includes regulation of petroleum activities in protected and fragile natural areas.

WHO:

The Oil for Development programme is conducted as a twinning arrangement between Ugandan government institutions and their Norwegian partners. The Norwegian Embassy in Kampala manages the agreements and coordinates the activities in cooperation with the Oil for Development secretariat within Norad. The Uganda government institutions participating are the Ministry of Energy and Mineral Development, the Ministry of Water and Environment, and the Ministry of Finance, Planning and Economic Development with their subordinate agencies and offices. The Norwegian institutions involved are the Ministry of Petroleum and Energy, the Ministry of Climate and Environment, Statistics Norway, the Oil Taxation Office Norway, the Norwegian Petroleum Directorate, the Norwegian Environment Agency and the Norwegian Coastal Administration.

HOW MUCH:

NOK 186 million from 2008 to 2017.

LESSONS LEARNED:

The programme has led to positive experiences in the efforts to promote capacity development and an exchange of experiences: It is important to have a close, direct and long-term institutional relationship and stable points of contact. The balance between local management and the need for effective processes can also be challenging.

SOURCES:

- > [Scanteam evaluation](#), January 2015.
- > Reports from the project.



Capacity development of national authorities' forest management

PHOTO: Ken Opprann

CONSERVATION OF THE RAINFOREST SLOWS CLIMATE CHANGE

Millions of people live in the rainforest, as do more than half of the world's plant and animal species. The rainforest is crucial for the climate as well. The world's rainforests store vast amounts of carbon dioxide. According to a [report from the Intergovernmental Panel on Climate Change](#), 24 per cent of all anthropogenic emissions come from carbon-rich greenhouse gases from forestry and agriculture. Greenhouse gases contribute to climate change. It is therefore critical to stop the destruction of the rainforest.

WORKING METHODS AND PARTNERS

Norway's Climate and Forest Initiative seeks to lay a foundation for emission reductions by helping to establish forest monitoring systems, national plans and legislation, and institutions that can enforce the laws. Norway provides

funding for international advisers on forest management, who give advice to agricultural authorities, police and firefighters. In the past five years most of Norway's funding for the rainforest has been channelled to government authorities in countries with large forest resources, and via the UN and the World Bank.

According to the [United Nations Framework Convention on Climate Change](#), countries with rainforests must report how much forest is disappearing. In scientific terms this is known as measured and verified carbon emissions from deforestation. Some countries have begun this reporting, while others lag behind. For example, Norway has supported forestry authorities in Mexico in their work to develop new methods of forest monitoring and disseminate these methods to other countries in Latin America. Such exchange of experiences between countries

is an effective way to conduct development assistance. The efforts build on Mexico's years of experience with traditional forest inventory, which they now combine with new technology for measuring the forest with the aid of satellites. Due in large part to the technical knowledge generated by Norwegian support, Mexico became one of the first countries in the world to complete and deliver its reference levels for greenhouse gas emissions from forests to the United Nations Framework Convention on Climate Change in 2014.

Norway also supports civil society organisations that work to promote open, participatory national management processes. Civil society often serves a control function vis-à-vis government authorities and the private sector. Participation from civil society and ethnic groups who live in and derive their livelihoods from the forest is vital for creating a process that takes local communities

into account. Certain ethnic groups have been sustainably managing the forest for hundreds of years. Norway supports efforts that create a framework for this to continue, in part through safeguarding formal land rights.

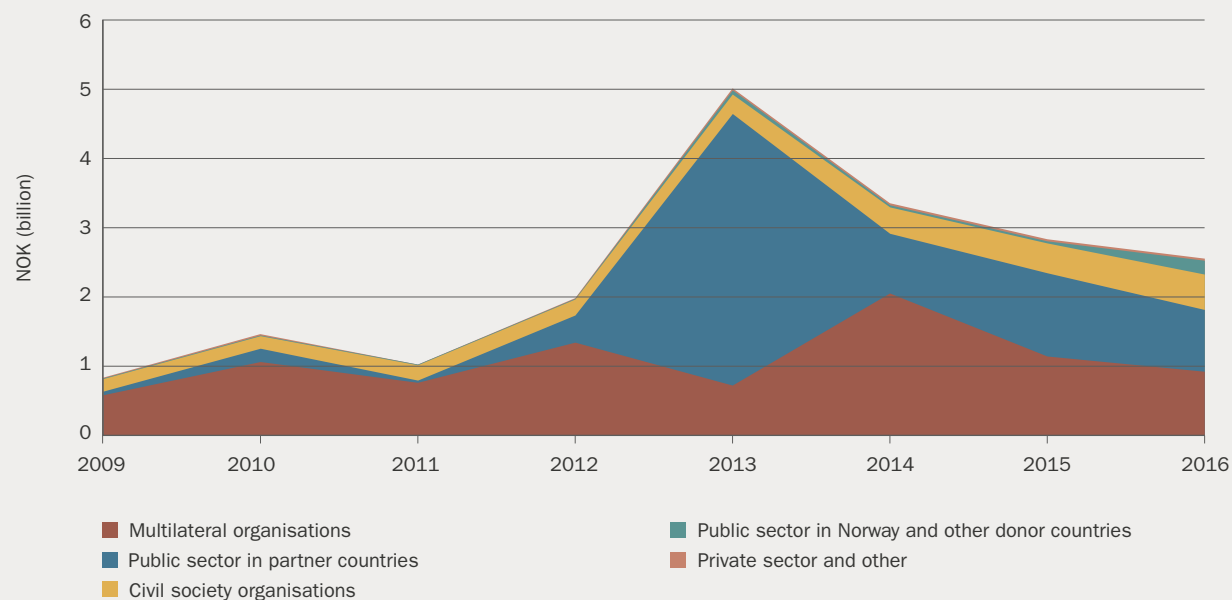
In the Democratic Republic of Congo, Norway supports the national investment plan to improve forest management and reduce deforestation through the [Central African Forest Initiative](#) (CAFI). The cooperation aims to encourage reforms related to land-use planning and land rights, sustainable agriculture, family planning, energy, standards for mining operations, and to promote sustainable forest management. This entails land-use planning that specifies where tree felling is permitted.

WHAT NORWAY CONTRIBUTES TO – RESULTS:

Sound forest and land-use management promotes sustainable development. Norway cooperates with the largest rainforest countries: Brazil, Indonesia, Guyana, Peru, Colombia, Liberia, Ethiopia, Tanzania, Vietnam, Mexico and the Democratic Republic of Congo.

Some countries achieve good results. In Guyana, the forestry commission, in cooperation with international experts, has developed [one of the most advanced monitoring systems for rainforests](#). In Indonesia, Norway supports the establishment of institutions that survey and monitor the forests and peatlands in the country.

FIGURE 5 // SUPPORT TO CLIMATE AND FORET INITIATIVES IS PRIMARILY CHANNELLED THROUGH MULTILATERAL ORGANISATIONS AND TO GOVERNMENT IN PARTNER COUNTRIES



Support through the climate and forest initiative (166.73 Chapters and 1482.73), by channel. 2009–2016. SOURCE: Norad

A joint mapping system of forests and licences has resulted in coordination between institutions, which in turn has prevented deforestation. Support to Global Forest Watch (GFW) helps to [increase transparency and access to information](#) on deforestation for all the rainforests in the world.

Norway has supported Brazil's efforts to prevent deforestation. The reduced deforestation in the

Amazon probably constitutes the largest individual climate intervention in the world in recent years.

WHERE:

Over 50 per cent of the funding for rainforests in the past five years has gone to Latin America, primarily Brazil and Guyana. Altogether 31 per cent of the funding is unspecified geographically, and nine and seven per cent of this goes to Africa

REDD stands for Reducing Emissions from Deforestation and Forest Degradation in developing countries. The objective of REDD is to mitigate climate change by developing an incentive system in which developed countries provide economic compensation to developing countries to reduce their emissions sector from the forest.

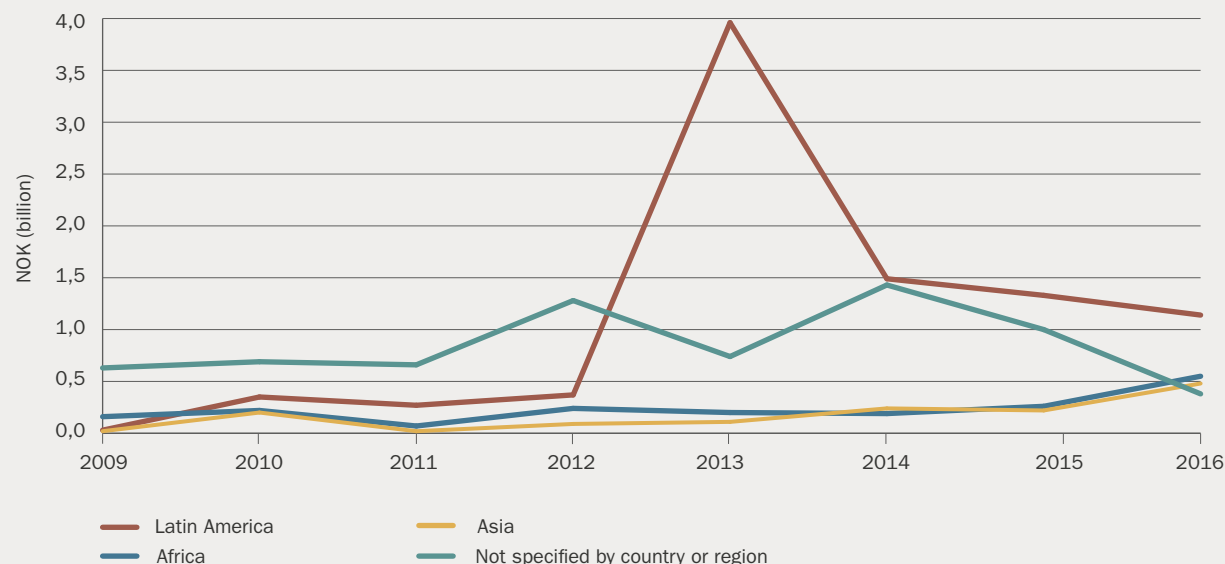
and Asia, respectively. In the period 2012–2016, the largest recipient countries were Brazil, Guyana and Ethiopia. The Brazilian Development Bank (BNDES) is the largest individual recipient. International organisations receive a large amount of support as well.

HOW MUCH:

Since 2007, Norway has allocated up to NOK 3 billion annually over the development assistance budget to the international efforts to reduce emissions from deforestation and forest degradation. Figures 5 and 6 show transfers to the climate and forest initiative from 2009 to 2016, by contractual partner group and region, respectively. The large increase in 2013 is due to an extraordinary disbursement to the Brazilian Development Bank (BNDES).⁵⁸

⁵⁸ NOK 2.9 billion in the total transfer to BNDES of NOK 3.9 billion in 2013 was allocated over previous years' central government budget, but was first transferred to Brazil in 2013.

FIGURE 6 // LATIN AMERICA IS THE REGION THAT RECIVES THE MOST SUPPORT IN CLIMATE AND FOREST INITIATIVES FROM NORWAY



Support through the climate and forest initiative (Chapters 166.73 and 14482.73), by region. 2009–2016. NOK (billion). Small disbursements to the Middle East and Oceania are excluded. SOURCE: Norad



Global Forest Watch – uncovers hidden deforestation

A precondition for preserving the rainforest is to know where it is located and where it is being destroyed. Global Forest Watch collects and uses satellite images to analyse changes in the forest and the causes of these changes.

WHY: Insufficient information makes it possible to conceal environmental crime

Historically speaking, it has been difficult for national authorities in tropical forest countries to have an overview of and control over the forestry and agricultural sectors. It has been possible to conceal extensive degradation of the forest, and unscrupulous actors have been able to cut down the forest without risk of criminal prosecution.

Information about forest resources is especially relevant for local populations that are dependent on the forest. Indigenous people and local communities that rely on the forest have



Illustration photo from harvest in the rainforest of Borneo, Indonesia. Mr. Bisri of the DWIMA group shows on a detailed map which trees are marked for felling. Mr. Dewar chops the trees. PHOTO: Ken Opprann

been marginalised, partly through insufficient information and insight into the authorities' practices and management plans. Access to information makes it more difficult to hide corruption, crime and ruthless exploitation of resources.

RESULTS: Access to information increases pressure on accountability

Global Forest Watch (GFW) has created a database and website that gathers all relevant information about forests in one location. GFW has over one million users, and publishes information such as weekly deforestation warnings based on satellite monitoring.

Authorities in many countries, such as the Democratic Republic of Congo, have made information about their land-use and management plans free and [openly available](#) on the internet. Public disclosure of forest information has led to greater pressure on the forestry and agricultural sectors to reveal their own practices. Companies have shared information about the areas to which their licence applies, [supply chains](#) and subcontractors. This has created a precedence that puts pressure on those authorities and companies that have not shared their data. As a result of forest information available via GFW, the authorities, civil society actors and the media have enhanced their capacity to uncover illegalities and verify information published by the authorities and companies.⁵⁹ [Local communities and indigenous groups](#) also use GFW to monitor their own forest resources.

Through transparency and data sharing, GFW helps to ensure that national and local authorities obtain new, robust tools for better forest management, which helps to lessen deforestation. Access to information also results in empowerment, open debate and inclusive processes. In addition, open discussion

on data and methods of forest monitoring has promoted knowledge exchange and scientific advancement.

In order to receive payment for reduced deforestation, known as performance-based financing, countries must be able to measure deforestation. Authorities can now save money and time by using information from Global Forest Watch instead of purchasing expensive commercial satellite services. GFW's data platform can also be used to build a [forest monitoring system for individual countries](#).

WHAT: Free sharing of information

GFW is a result of cooperation between more than 90 organisations and private companies. It is a project under the auspices of the World Resources Institute (WRI), which gathers and shares information about the world's forests for free use by the general public on the website www.globalforestwatch.org. WRI and the 90 partners disseminate information via GFW and provide training in the use of the tools for colleagues, companies, authorities, civil society organisations and the general public.

WHO:

The World Resources Institute (WRI) administers and develops the Global Forest Watch website.

HOW MUCH:

In the period 2013–2015, Norway supported Global Forest Watch with NOK 68 million in the project's first phase. In 2016, Norway agreed to increase its support by NOK 115 million. Of this amount, NOK 29.5 million was disbursed in 2016. Norway is one of many donors, and contributes to about one-third of the overall budget.

LESSONS LEARNED:

During the project's first three years, the project's strategy has changed from focusing on reaching out to as many actors as possible to giving more priority to strengthening fewer, but more strategically positioned users. Typically these are indigenous people, environmental organisations, forestry experts and analysts in private companies and the public sector.

SOURCES:

- > Global Forest Watch – reports and publications.
- > [Midterm evaluation of the GFW programme](#).

⁵⁹ Examples of such initiatives are [Mongabay](#) and [Madre de Dios](#).



Forest monitoring in Guyana

Since 2009, Guyana has had a climate and forestry partnership with Norway. The Guyana Forestry Commission has developed one of the best systems of forest monitoring in the tropics over a relatively short period of time.

WHY: Low level of deforestation is important for reducing greenhouse gas emissions

Altogether 85 per cent of Guyana is covered in forest. Deforestation has been very low compared with other countries in the tropics. One of the reasons that Norway entered into a cooperation with Guyana in 2009 was to maintain a low level of deforestation. Norway promised to contribute [up to NOK 1.5 billion](#) if Guyana did not cut down the forest. In order to document the results, the country needed a systematic overview of its own forest coverage. When the cooperation began, Guyana had no reliable maps of where the national borders were located.



Jeremy Singh and Neil Samarov (white helmet) from the Guyana Forestry Commission collect biomass from the rainforest in Guyana. The samples are sent to the capital Georgetown for analysis, and the results are included in the forest monitoring. PHOTO: Ken Opprann

In order to obtain trustworthy monitoring systems, field-based measurements of the carbon content of trees should be combined with satellite measurements of the land areas. To verify that the forest was intact, Norway and Guyana designed a project for satellite monitoring and fieldwork. The documentation would form the basis for the disbursement of funds, and the system would be developed in keeping with international indicators.

RESULTS: Better control of forest resources and illegal mining activity

Guyana now has a forest monitoring system based on satellite technology, measurements in the field and statistical methods that combine the information sources.

Since the forest monitoring system was established in 2009, Guyana has taken five national measurements which documented that Guyana's deforestation was very low compared with other countries. As a result of the documentation, Norway made performance-based disbursements. The disbursements have funded projects in Guyana that will advance green development. The projects range from expanding internet access to start-up capital for small businesses, capacity development of the public sector and climate change interventions. The forest monitor-

ing system also provides a basis for Guyana's reporting related to the Paris climate accord.

With the aid of satellite monitoring of the forest, illegal mining activity has also been detected. Sharing of these satellite images can help Guyana's mining commission to stop unlawful extraction.

As a result of competence development of the Guyana Forestry Commission, employees have given presentations at international conferences, published articles in recognised journals and won awards for their research. They have also been invited to train partners in other developing countries with large forest resources, in part through the Global Forest Observation Initiative (GFOI). Guyana has become a place where researchers and experts test out new data and methods.

Internationally the field of forestry is dominated by male scientists, but in Guyana the work is being advanced by a small team comprised mostly of women. The women on the forestry commission direct the work, analyse the satellite data and travel to remote areas to collect data from the field.



Manual field measurement complements satellite surveillance of the rainforest. PHOTO: Ken Opprann

Today Guyana has one of the most advanced systems of forest monitoring in the tropics, but it can still be developed to become even more sustainable. Satellite monitoring is expensive, and without the agreement with Norway, it is uncertain whether Guyana would have the funds to continue this work. It is therefore an objective to devise more cost-efficient solutions and more reasonably priced technology so that the project can be sustainable in the long term as well, in the best case without external financial support.

WHAT: Mapping the forest and changes in forest coverage

In the start-up phase, a study was conducted of change in Guyana's forest coverage from the period 1990–2014 in a cooperation between international forestry researchers and the Guyana Forestry Commission. The reference level that emerged from the study is used as a basis for calculating future changes, and is the basis for performance-based disbursements.

The project has also funded a survey of the carbon content of Guyana's forests. The findings indicate that the carbon content is extremely high compared with many other countries. This emphasises the importance of conserving this forest.

Capacity development is a key aspect of the cooperation. Guyana established the forest monitoring system in cooperation with consultants, who carried out most of the work in the beginning. The responsibility was then gradually transferred to the Guyana Forestry Commission. Today the forestry commission operates the system itself, and consultants are used only for further development. A close cooperation has been established with the University of Guyana, which has built up expertise in order to contribute to the project. The Guyana Forestry Commission is about to develop

a process for local forest monitoring that monitors the forest as a joint effort in cooperation with 16 villages. Here, systematic documentation is performed of land use and the ecosystem, as well as of the inhabitants' quality of life.

The project has gradually used more advanced technology. In the beginning, openly accessible satellite images were mainly used, but starting in 2010 investments were made in more detailed, advanced satellite images. This made it possible to obtain more precise, effective measurements of forest degradation. Now the Guyana Forestry Commission is testing whether less expensive satellite images and free software programs can provide a satisfactory overview of deforestation.

WHO:

The project has been conducted by Conservation International Guyana and the Guyana Forestry Commission. Norway has provided much of the support, with some contribution from the German Development Bank. The project has also obtained advice from international research centres.

LESSONS LEARNED:

An important lesson learned is that even countries with a very limited capacity base can develop a sound system of forest monitoring relatively quickly. This may inspire other tropical forest countries that are in the process of developing such systems. It is notable that the information generated by this work is also of interest for sectors other than the forestry and development cooperation sectors in the country.

HOW MUCH:

NOK 93 million has been transferred from Norway to Guyana since 2009.

SOURCES:

- > Conservation International and Guyana Forestry Commission (2017) Project proposal.
- > P. Bholanath, K. Cort (2015) National Scale Monitoring, Reporting and Verification of Deforestation and Forest Degradation in Guyana.
- > [Real-time evaluation of Norway's International Climate and Forest Initiative.](#)



Development cooperation in the fisheries sector



PHOTO: Ken Osbrann

SUSTAINABLE MANAGEMENT OF FISHERY RESOURCES IS VITAL FOR THE ENVIRONMENT AND IN COMBATING POVERTY

Altogether 95 per cent of those who derive their livelihood from fisheries live in developing countries, and 70 per cent of all fisheries and 90 per cent of all aquaculture take place in these countries, including China. For many years, the most important export product for developing countries has been fish.⁶⁰ Over 56 million people are engaged in fisheries and aquaculture, and between 660 and 820 million are entirely or partly reliant on fisheries.⁶¹ At the same time, millions of people connected with fisheries live close to or below the extreme poverty line.

Approximately 70 % of global fish stocks are harvested within biologically sustainable levels, while about 30 % of the fish stocks are overfished

60 Net export value in 2013 was close to USD 40 billion.

61 FAO, 'Sustainable fisheries and aquaculture for food security and nutrition' (2014).

(harvested at a biologically unsustainable level). Increasingly advanced fisheries technology exerts greater pressure on fishery resources. Knowledge about how much fish there are in the seas and oceans, where fish are to be found, what habitat they live in, as well as the location of fisheries better enables us to achieve sustainable management of the resources. Several countries often share fish stocks, and international collaboration is necessary to achieve sustainable development of fishery resources. There is also a need for capacity development in order to map resources, and establish quota systems and control mechanisms.

Aquaculture is becoming increasingly important for boosting food security, value creation and income in developing countries. Often the authorities are not familiar with this sector, and they need greater capacity to deal with rules and regulations for preventing and managing environmental impacts and diseases.

WORKING METHODS AND PARTNERS

Norway supports interventions that include technical collaboration between institutions in Norway and actors in developing countries. Norway has a leading position globally within fisheries and aquaculture, and Norwegian expertise is in demand. Norway has expert groups within fisheries and aquaculture that assist in training researchers and public authorities in efficient and evidence-based management. They also help public authorities to draft fisheries legislation, regulations and management regimes. Norway supports research, education, monitoring of resources and resource management.

Capacity building is conducted through on-the-job training, guidance, short courses and university-level teaching. Cooperation with universities, development of educational programmes and research are vital in backing up the practical collaboration. Norway also supports the Food

and Agricultural Organization of the United Nations (FAO), other UN organisations and regional fisheries management organisations.

Fish for Development (FfD) was established in 2015. The programme collates all Norwegian aid to fisheries and aquaculture, and builds on 50 years' experience of Norwegian aid to fisheries. The goal is that Norwegian competence and expertise will benefit developing countries.

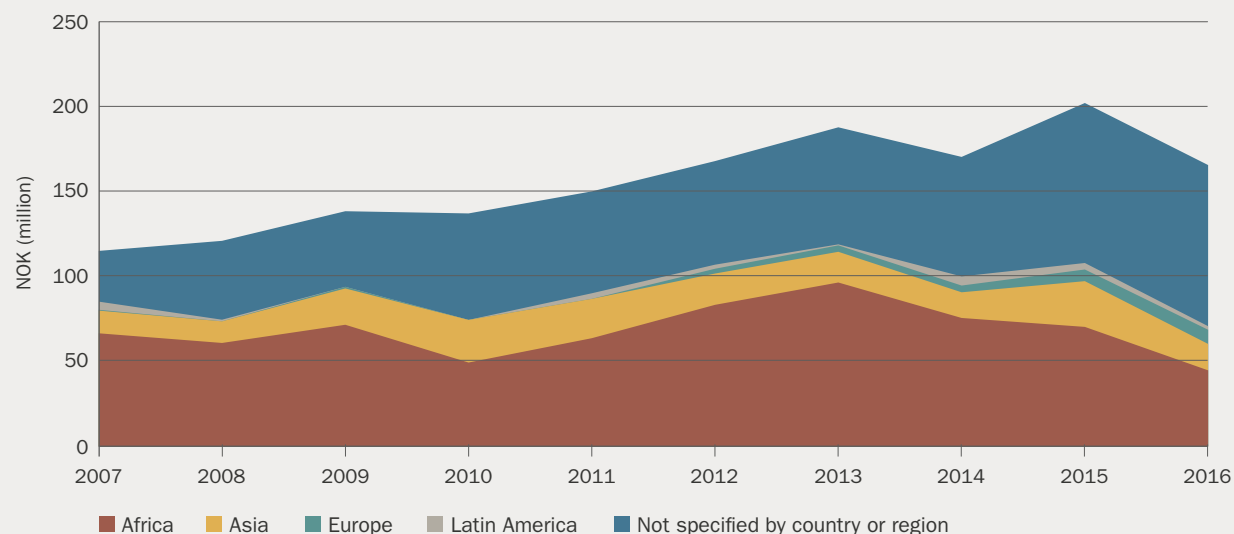
Sub-goals are:

- > The public authorities manage fishery resources and aquaculture production in a sustainable manner.
- > Research communities and educational institutions deliver knowledge, data and guidance on sustainable fisheries and aquaculture to the public authorities and commercial businesses.
- > Commercial businesses utilise fishery resources and engage in aquaculture production in a sustainable manner.

FfD has three main components:

- > education and research, including the Nansen programme
- > business development, including aquaculture
- > fisheries management, including combatting illegal fishing.

FIGURE 7 // NORWEGIAN SUPPORT TO THE FISHERIES SECTOR HAS INCREASED SINCE 2017



Bilateral (including multi-bilateral) aid over DAC sector 313 – Fishing, by region. 2007–2016. NOK (million). SOURCE: Norad

The Nansen Programme, headed by FAO, helps developing countries to develop responsible fisheries management. This includes acquiring the data required to develop and manage fisheries. The research vessel Dr. Fridtjof Nansen plays a key role in the programme. The vessel maps the prevalence and abundance of fishery resources and plankton in addition to registering marine pollution and environmental conditions. The Norwegian Institute of Marine Research is responsible for the management

of the vessel and the scientific part of the programme.

Through Norad's business sector funding schemes, Norway promotes business development in fisheries in developing countries. Aquaculture companies receive funding via this scheme. Norway stimulates the development of a sustainable aquaculture industry by providing guidance in areas such as the regulatory framework, diagnostic methods, research methods, genetics and research on fish feed.

WHAT NORWAY CONTRIBUTES TO

Support to the fisheries sector has helped developing countries to expand the sustainable production of fish and seafood. This leads to better food security, employment, export revenue and tax revenue that in turn contribute to socioeconomic development and poverty reduction. Norway's cooperation with Namibia in the period 1990–2005 was instrumental in establishing a basis for [sustainable fisheries management in Namibia](#) and [increased export](#).⁶² Enhanced knowledge about fishery resources and modern legislation contributed to this. Cooperation with education and research communities in [Vietnam has contributed to increased income for fisheries and the aquaculture sector in the country](#).

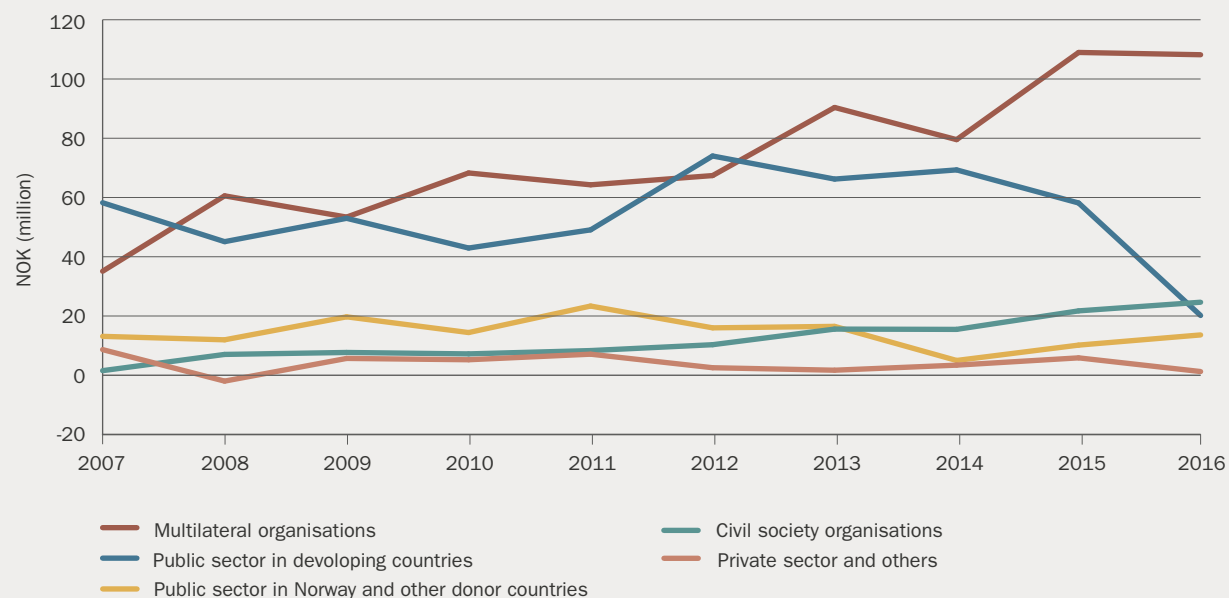
The Nansen Programme has fostered the development of 17 fisheries management plans. Several of these plans are partnerships between a number of countries.

WHERE

In the period 2012–2016, 41 per cent of support to the fisheries sector went to Africa, while 44 per cent was not earmarked for specific countries or regions. This is because an increasing amount of support is funnelled through multilateral channels, see Figure 8. In the same period,

⁶² Namibia and Norway are two of six countries that are regarded as satisfying at least 60% of the requirements that FAO has set for calling fisheries sustainable (FAO's Code of Conduct for Responsible Fisheries). The evaluation report was prepared by WWF in 2008. Altogether 53 countries were evaluated.

FIGURE 8 // SUPPORT TO THE FISHERIES SECTOR IS PRIMARILY CHANNIELED THROUGH MULTILATERAL ORGANISATIONS AND PUBLIC SECTOR IN PARTNER COUNTRIES



Bilateral (including multi-bilateral) aid over DAC sector 313 – Fishing, by channel. 2007–2016. NOK (million). Negative figures in 2008 to private sector and other are net negative disbursements due to sell-off of Norfund's investments in the private sector. SOURCE: Norrad

approximately 80 per cent of the aid distributed by country went to the least developed countries and other low-income countries.

HOW MUCH

Norwegian support to the fisheries sector has increased in the last ten years, and in 2016, altogether NOK 168 million in support to the

fisheries sector was disbursed, see Figure 7.⁶³ In the period 2006–2016, Norway provided approximately NOK 510 million in funding to the Nansen Programme. A new phase of the programme started in 2017 and is planned to last five years (2017–2021) with a budget of NOK 605 million.

⁶³ The peak in 2015 is due to funding for the new Nansen vessel.



Improved management provides increased revenues from the fisheries sector in Vietnam

Norwegian cooperation with Vietnam has been instrumental for regulation of the fisheries sector and improved management. Good enforcement of the legislation has contributed to increased revenues and fewer violations of the law.

WHY: The fisheries sector provides employment and national revenues

Four million people in Vietnam base their income entirely or partly on the fisheries sector. This corresponds to nine per cent of employment in the country according to one of the trade organisations in the fisheries sector.⁶⁴ Vietnam has a long coastline and a substantial potential for fisheries. There is still a pressing need for experts at all levels of the industry and

⁶⁴ [Vietnam association of seafood exporters and producers.](#)



Fish farming in Halong Bay outside Hanoi in Vietnam. PHOTO: Ken Opprann

for public management that can ensure sustainable fisheries and aquaculture.

RESULTS: Increased production, increased exports and better education in the fisheries sector

Evaluation of Norwegian aid to the fisheries sector in Vietnam has demonstrated that Norwegian support has promoted institutional

development and better management.⁶⁵ Norway has contributed to the formulation of legislation, enhanced research expertise, education and management for the benefit of the population.

In the period 2005–2015, aquaculture production grew in Vietnam by 7.1 per cent

⁶⁵ Norad, Evaluation of Norwegian Development Co-operation in the Fisheries Sector, Evaluation report 6/2008, p. 62.

annually. The value of aquaculture production in 2015 was seven times greater than in 2001. Total export value in the sector increased from USD 2.4 billion in 2004 to over USD 7 billion in 2016. Total production in the fisheries sector in 2016 was 6.73 million tonnes.⁶⁶ Regulation of how the catch is preserved and processed has triggered growth in the export sector, and this in turn creates employment.⁶⁷ The development of aquaculture has also boosted the employment of women, as women more readily find work in aquaculture than in fisheries. This growth would have been impossible without legislation and rules and regulations as well as sufficient technical expertise.

Cooperation between Nha Trang University (NTU) and Norwegian universities has resulted in improved teaching and development of research communities. It has also been instrumental in the establishment of Vietnam's first international master's programme in marine management and climate change. Vietnam's work on fisheries management has been acclaimed in the region, and researchers from other countries, including Japan, visit NTU's Institute for Aquaculture

⁶⁶ Figures from 2004 are derived from FAO (2005), *Vietnam Fishery Country Profile* – figures from 2016 are derived from the *Vietnam association of seafood exporters and producers*.

⁶⁷ Norad, *Evaluation of Norwegian Development Co-operation in the Fisheries Sector*, Evaluation report 6/2008, p. 60.

to learn about the methods developed there. NTU's work has an indirect effect on poverty reduction in that it develops expertise for sustainable fisheries and aquaculture for managers, fishers and the business sector. The safety of fishers has been improved because of improved management by the port authorities and better organisation of the crew, and also access to communication equipment. Knowledge of rights and regulations has ensured that conflicts are handled more effectively.⁶⁸

WHAT: Development of legislation and a national research community

Norwegian support to the development of the fisheries sector in Vietnam began at the end of the 1970s.⁶⁹ From the late 1990s onwards, the cooperation has included:

- > development of legislation regulating the fisheries sector and strengthening of the institutions responsible for managing the sector;
- > development of national research centres and technology contributing to the sector such as the Research Institute for Aquaculture no 1 (RIA1);
- > support to the Nha Trang University.

⁶⁸ *Ibid*, p. 61.

⁶⁹ Development aid was discontinued for a period of ten years between 1985 and 1995 due to political reactions in Norway against Vietnam's invasion of Cambodia.



Laboratory related to fish farming in Halong Bay, Vietnam. PHOTO: Ken Opprann

The work has been based on the needs conveyed by the Vietnamese authorities. Target groups were employees in the fisheries sector and in the relevant ministries. They have received management training by means of study trips to other countries and guidance in fisheries legislation. Norway helped to establish the Act on fisheries by providing training for employees in the ministry's legal section. The training also included private sector actors.

Capacity development also included English courses and participation in regional meetings. Improved English skills has enabled ministry representatives to put forward proposals and to participate more actively in negotiations.

In 1998, Norway entered into an agreement with RIA 1, one of three public research institutes on aquaculture in Vietnam, with the objective of strengthening capacity and competence in genetics and freshwater aquaculture. Norway supported RIA1's research on the freshwater fish tilapia, in order to produce larger fish that better tolerate cold temperatures. This type of tilapia fish was developed at RIA 1 and named after the Norwegian-Vietnamese cooperation – NorViet. The research was so successful that most small-scale fish farmers have chosen to produce Norviet and have increased their incomes. In 2011, the work was expanded to include marine aquaculture.

Cooperation with Nha Trang University (NTU) started around 2003⁷⁰ with a focus on aquaculture and the management of coastal areas in respect of the environment, biological diversity and fish health. Later, cooperation was extended to fisheries studies with the participation of the Norwegian College of Fishery Science at the University of Tromsø and the University of Bergen. Cooperation with NTU will be continued in the period 2014–2018 with the aim of including climate

⁷⁰ Through Norad's Programme for Development, Research and Education (NUFU).

change in an ecosystem-based approach to fisheries and aquaculture.⁷¹

Education in the fisheries sector takes place through further training of university staff, development of curriculums and enhancing the academic quality of research.⁷²

WHO:

The following Norwegian institutions have taken part in the work in various areas:

- › Support to NTU: Norwegian College of Fishery Science, University of Tromsø, NTNU and the University of Bergen.
- › Support to RIA1: SINTEF.
- › Support to legislative work at Vietnam's Ministry of Fisheries: Norway's Ministry of Trade, Industry and Fisheries, the Norwegian Directorate of Fisheries, and FAO's legal office.

HOW MUCH:

Between 1998 and 2016, Norwegian support to the fisheries sector in Vietnam totalled approximately NOK 126 million.

⁷¹ Supported by the NORHED programme.

⁷² Support was provided to four faculties at NTU: Faculty of fisheries economics, Institute of Aquaculture, Institute of Biotechnology and Environment, Faculty of technology and navigation. In addition, capacity support was provided for the University's administration.

LESSONS LEARNED:

Ownership and the desire to succeed at various levels from the level of the ministry up to Vietnam's parliament have been crucial factors. Partners in Vietnam have considered it positive that development cooperation has been recipient-oriented and that the projects have been flexible. Long-term cooperation contributes to enhanced competence and trust as well as improving understanding and communication. Less funding over a longer period is preferable. The participation of the same people on the Norwegian side in the preparations for the project and its implementation promotes continuity. The collaboration of public administrative bodies in Norway with their sister organisations has been vital. The recipient respects them for their expertise and they have a long-term perspective and relevant experience.

SOURCES:

- › Norad, [Evaluation of Norwegian Development Co-operation in the Fisheries Sector, Evaluation report 6/2008](#).
- › FAO (2005), [Vietnam Fishery country Profile](#).
- › Project reports.



Higher education and research



PHOTO: Ken Opprann

HIGHER EDUCATION AND RESEARCH PROVIDE KNOWLEDGE TO HELP SOLVE SOCIETAL CHALLENGES

Higher education is a key factor in a country's ability to compete in an increasingly knowledge-driven global economy and in providing the qualifications demanded by the labour market.

[A 2014 report](#) reveals that even though countries in sub-Saharan Africa have doubled their production of research in the period from 2003 to 2012, this represents only one per cent of research production worldwide despite these countries having 12 per cent of the world's population.⁷³ Investments in higher education and research are instrumental in developing a country's intellectual resources, and promote evidence-based policies and decisions going forward. This is the foundati-

⁷³ World Bank (2014). A decade of development in sub-Saharan African science, technology, engineering and mathematics research. Washington, DC: World Bank Group.

on of sustainable economic, societal and environmental development. Higher education and research must equip society with relevant and robust tools for a swiftly changing world.

Quality and relevance are vital in higher education. The education provided must be attuned to the needs of the labour market in order to support sustainable development. There is a need to create [a minimum of 600 million new jobs globally in the next 15 years](#).⁷⁴ The number of young people between the ages of 15 and 24 in the least developed countries may grow from 168 million to 300 million by 2050.⁷⁵ In order to have meaningful jobs and solve societal challenges, young people must have access to relevant,

⁷⁴ Raja, Siddhartha; Imaizumi, Saori; Kelly, Tim; Narimatsu, Junko; Paradi-Guilford, Cecilia. (2013). Connecting to work: how information and communication technologies could help expand employment opportunities. Washington DC: World Bank Group.

⁷⁵ United Nations Conference on Trade and Development, UNCTAD (2013): The least developed countries report 2013.

good-quality education throughout their entire educational career, from basic education to upper secondary school and higher education.

WORKING METHODS AND PARTNERS

Norway's programme for capacity development in higher education and research (NORHED) was launched in 2012 with the aim of strengthening the capacity of higher education institutions in low and middle-income countries in six areas:

- **Education** – boosting teacher education, access to education by means of online teaching courses, and management of the education sector.
- **Health** – improving education for health personnel, nutritional epidemiology, mother and child health, and health informatics.

- > **Natural resource management, climate change and environment** – climate-smart agriculture, sustainable water and forest management, fisheries and aquaculture, climate change and natural resources management.
- > **Democratic and economic governance** – conflict and vulnerability, human rights, peace and development.
- > **Humanities, culture, media and communication** – multicultural communication, media and journalism, linguistics, urban transformation and migration.
- > **Capacity development in South Sudan** – aimed at enhancing the capacity of research staff, research cooperation, network building, infrastructure and administration, with special focus on the University of Juba. The thematic focus includes natural resources management, climate change and environment, agricultural productivity, democracy, peace building and governance.

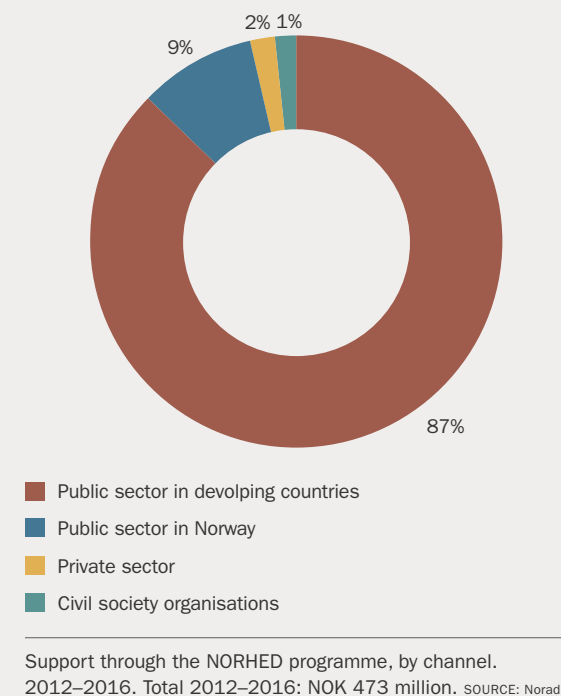
NORHED's programme is based on partnership for development whereby projects are managed by higher education institutions in low- or middle-income countries. Project managers are responsible for the implementation, monitoring and reporting of the project. The role of the Norwegian partners is mainly to contribute to research cooperation and capacity development. In addition, most projects include regional cooperation, based on a South–South–North model.

The programme has 50 projects in 25 countries, with 61 higher education institutions in developing countries and 13 higher education institutions in Norway as partners. Read more about [each of the NORHED projects](#) and about the [NORHED programme](#).

The Norwegian Programme for Capacity Development in Higher Education and Research for Development within the fields of Energy and Petroleum (EnPe) is NORHED's sister programme and aims to strengthen capacity in the energy and petroleum fields at higher education institutions in low- and middle-income countries. EnPe's first phase focused on developing new master's degree programmes in energy and petroleum as well as training staff at the master's and doctoral levels at higher education institutions. EnPe has now entered its second phase (2013–2019) with a stronger focus on research, infrastructure and strengthening of institutional systems. The programme includes ten projects in solar energy, petroleum technology and bioenergy. These projects are based in countries that are relevant to the Oil for Development and Clean Energy initiatives supported by Norway. The programme is administered by the [Norwegian University of Science and Technology](#) (NTNU) and funded by Norad. Read more about the [EnPe programme](#).

Norad also supports independent research institutions and organisations in partner

FIGURE 9 // PUBLIC SECTOR IN PARTNER COUNTRIES IS A PRIORITISED PARTNER IN THE NORHED PROGRAMME



countries that fund, produce, collate and disseminate high-quality research.

In 2017, the Norwegian Ministry of Foreign Affairs and Norad launched a joint [research strategy](#). The main purpose of the research strategy is establishing a systematic approach to Norway's work on research and development policies.

WHAT NORWAY CONTRIBUTES TO:

The aim of the NORHED programme is to enhance the capacity of higher education institutions in low- and middle-income countries so that they can produce more and better-qualified graduates. Another objective is to promote more high-quality research of relevance to the country's development that the country's own researchers will carry out. Read about the [results of the NORHED programme](#).

EnPe's aim is to enhance capacity and expertise in the energy and petroleum field at higher education institutions in low- and middle-income countries.

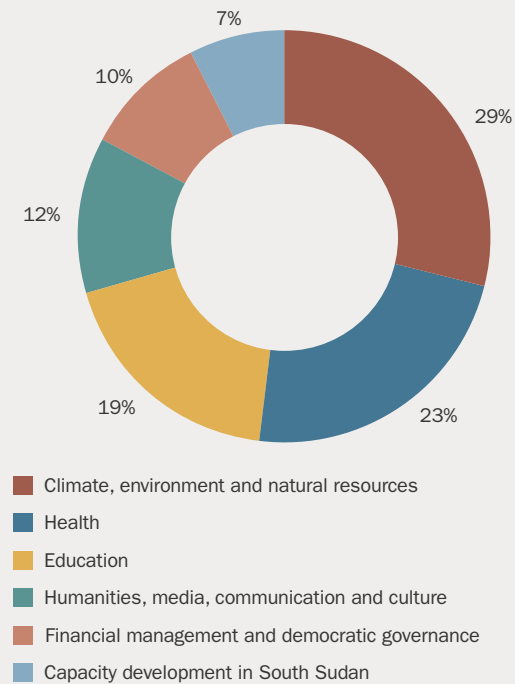
WHERE:

The 2013–2016 NORHED programme supports projects in 25 low- and middle-income countries: twelve countries in Africa, nine countries in Asia, three in Latin America and one country in the Middle East. The EnPe programme mainly supports institutions in Africa as well as in Asia and Latin America.

HOW MUCH:

The total budget for the NORHED programme for the period 2013–2021 is approximately NOK 864 million. Each of the projects has a total budget of between NOK 13 and 18 million for the project period of five years. The total budget for the EnPe programme in the period 2013–2019 amounts to approximately NOK 100 million.

FIGURE 10 // THE NORHED PROGRAMME CONTRIBUTES TO CAPACITY DEVELOPMENT IN HIGHER EDUCATION INSTITUTIONS WITHIN SIX AREAS



Support through the NORHED programme, distribution among NORHED's six sub-programmes. 2012–2016. A small amount for conferences is excluded. Total 2012–2016: NOK 473 million.

SOURCE: Norad



Scubarice – a strain of rice that grows when submerged in water in flood-prone areas in Bangladesh and India

After lengthy research, the International Rice Research Institute (IRRI) has developed a type of rice that tolerates being submerged for up to three weeks. The rice has been given the name scubarice and contributes to increased food security in flood-prone areas.

WHY: climate change and substantial loss of harvests in flood-prone areas

Rice producers in flood-prone areas are particularly vulnerable to the loss of harvests because rice dies when the entire plant is submerged for short periods. In Asia, where most of the world's rice is produced, around 20 million hectares of paddy fields are at risk of flooding. Production loss is estimated at USD 1 billion annually for those who are poorest.



One of the experimental fields for scubarice is located outside Dhaka. Here the field is cleaned for weeds. PHOTO: Eva Bratholm

In India and Bangladesh, over five million hectares of rice are flooded during the planting season. The resultant loss of harvests due to flooding is estimated at four million tonnes of rice per year, equivalent to food for 30 million people. Flooding is usually caused by heavy rainfall, flooding from neighbouring rivers and canals, or sometimes extreme tidal movements in coastal areas. Climate change has resulted in increased flooding.

RESULTS: enhanced food security and reduced loss of rice harvests during flooding

Researchers have developed a rice gene that tolerates flooding. When a flood-tolerant SUB1-gene was identified, it was infused into the most popular rice varieties in Asia. Today five million farmers in Asia cultivate scuba rice. In ordinary circumstances, the flood-tolerant rice strain produces equally large harvests as the original variety of rice. When there is flooding, the original variety of rice is damaged after being submerged for just one day, while the new strain can still be harvested. The new strain allows the planting of rice in areas where this was not possible earlier. The flood-tolerant strains are in the process of replacing ordinary rice varieties in an area of approximately six million hectares in East India and Bangladesh. The gene has also been transferred into popular

varieties in Africa. In view of current climate prognoses for vulnerable coastal areas, the area of utilisation for scuba rice is probably growing.

The improved rice varieties contribute to increased harvests and incomes. Swarna is the most commonly cultivated rice variety in India and the second most popular in Bangladesh. The flood-tolerant strain of rice boosted yield from one to three tonnes per hectare compared with Swarna when submerged. In Bangladesh, sowing rice that tolerates flooding can give an increase of one million tonnes annually. This will augment food security in the country and create export potential.

In cooperation with India's ministry of agriculture, the authorities in the flood-prone state of Uttar Pradesh in India have plans over the next three years to cultivate Swarna-Sub1 in an area equivalent to 500 000 football pitches.

The programme has helped to build local and national research capacity. In collaboration with national research institutes, flood-resistant rice strains based on local rice varieties are being developed in ten countries across the whole of Asia: Cambodia, Indonesia, Laos, Myanmar, the Philippines, Thailand, Vietnam, Nepal, Bangladesh and India. The national authorities test

and approve the seeds that are propagated, and ensure that cooperation across national borders complies with the International Treaty on Plant Genetic Resources for Food and Agriculture.

WHAT: Many years' research to develop flood-resistant rice strains

Developing flood-resistant rice strains has taken a long time. The gene with submergence tolerance was discovered in the 1970s in a wild rice variety. This rice was crossed with traditional rice varieties over a lengthy period until the gene was successfully isolated in a popularly cultivated variety. Important properties of traditional rice varieties such as high yield, good grain quality and resistance to pests and disease were retained. In 1989, attempts were made to launch a rice variety that tolerated flooding, but the market rejected it because of the taste. The project was put on hold for a few years but was restarted in the 2000s by the same researchers who now had access to new and improved technology. In 2008, the IRRI developed several varieties with the flood-tolerant gene that were tested among a number of producers. It was crucial to introduce the gene into the most common rice varieties so that many people would use the flood-resistant variety.

Seeds of the flood-resistant variety were distributed via IRRI's programme targeting poor farmers affected by climate change in Africa and Asia.⁷⁶ The objective of the programme is to increase harvests by 50 per cent and to improve the food security of 18 million households over a period of ten years. The IRRI has established rice gene banks for this purpose.

WHO: Co-funding for the network of agricultural research institutions

The IRRI is one of 15 agricultural research institutions belonging to the umbrella organisation CGIAR.⁷⁷ Member organisation specialise in research on various agricultural products. The IRRI has specialised in research on rice. Norway supports CGIAR and is a board member. Support for the IRRI and CGIAR promotes research in areas that private actors do not prioritise due to the high costs. Norway's support to CGIAR and the IRRI over many years has contributed to the research that finally led to the development of flood-resistant rice varieties. CGIAR also receives funding from other bilateral donors.

HOW MUCH:

CGIAR has received NOK 502 million in support from Norway over the last five years and distributes funding to its member organisations, including the IRRI. Norway has supported CGIAR since the 1970s.

SOURCES:

- > DfID (2010), case study: [Scuba rice: breeding flood-tolerance into Asia's local mega rice varieties.](#)
- > [On flood-tolerant rice and what IRRI has done and the impact.](#)
- > [IRRI News on Indian farmers adopting flood-tolerant rice.](#)



Flood tolerant rice varieties provide increased food safety in flooded countries.
FOTO: Eva Bratholm

⁷⁶ Through the Stress Tolerant Rice for Poor Farmers in Africa and South Asia (STRASA) programme.

⁷⁷ CGIAR stands for: Consultative Group on International Agricultural Research.



Knowledge provides better regulation of antibiotic use in Malawi and Mozambique

Support to research, education and infrastructure has promoted correct use of antibiotics and improved handling of infectious diseases in Malawi and Mozambique. Both countries have a high prevalence of infectious diseases that are treatable with the correct use of antibiotics.

WHY: Correct use of antibiotics is vital in preventing deaths from common diseases

When used correctly, antibiotics are vital in combatting infections. Worldwide, antibiotic resistance is the cause of 700 000 deaths annually.⁷⁸ Without the correct use of antibiotics, antibiotic resistance may cause ten million deaths annually by 2050.⁷⁹ To prevent this trend, therefore, knowledge and the

⁷⁸ [Review on Antimicrobial Resistance. Antimicrobial Resistance: Tackling a Crisis for the Health and Wealth of Nations. 2014.](#)

⁷⁹ Ibid.

development of national guidelines and systems are urgently needed.

Countries with a restrictive antibiotic policy have fewer resistance problems than countries with a more liberal use of antibiotics. A lack of expertise and diagnostic laboratory equipment locally also contributes to the overuse and incorrect use of antibiotics.

The most common causes of disease and death in Malawi and Mozambique are malaria, tuberculosis, HIV/AIDS, acute pulmonary infections and diarrhoea. The correct use of antibiotics could substantially reduce the number of deaths attributable to these conditions. The real burden of antibiotic resistance in Malawi and Mozambique is unknown because of the lack of research-based knowledge and monitoring systems for bacterial infection. In addition, there is a lack of diagnostic options. Well-equipped reference laboratories with skilled professionals are essential for carrying out advanced testing and diagnosis.



The reference laboratory in Lilongwe receives blood samples from all over Malawi for testing of antibiotic resistance. PHOTO: Marte Lid

RESULTS: National efforts to combat antibiotic resistance

Through the NORHED programme,⁸⁰ Norway has contributed to national cross-sectoral collaboration on antibiotic resistance in Malawi and Mozambique. Health authorities, universities and agricultural and veterinary authorities collaborate on the regulation of antibiotic use.

National collaboration has accelerated the preparation of national action plans on antibiotic resistance in keeping with the international regulatory framework. The WHO Regional Office for Africa has recognised this as a pioneer project that other African member countries can learn from and copy in order to develop national action plans.

The project has led to the setting up of national reference laboratories in both countries to identify antibiotic resistance. The laboratories play an important role in conducting advanced testing in order to diagnose and treat infectious diseases.

University staff in both countries have gained more competence in developing curriculums, master's degree programmes and research projects. The project has contributed to an online

⁸⁰ Norwegian Programme for Capacity Development in Higher Education and Research for Development.



Watipaso Kasambara is a PhD student under the NORHED program and is head of the reference laboratory in Lilongwe. PHOTO: Marte Lid

master's degree programme on antibiotic use and another master's degree programme focusing on antibiotic research. This is the first programme at master's degree level at the Instituto Superior de Ciencias de Saude (ISCISA) in Mozambique. Moreover, online teaching will mean that more students, also from rural areas, will have the opportunity to take this programme.⁸¹

WHAT: Teaching, research and reference laboratories

A total of 17 master's degree students and seven doctoral degree candidates from Mozambique

⁸¹ UNIMA plans that experience gained from online teaching will be transferred to other disciplines when the scheme has been firmly established.



Blood samples of patient are collected for testing. PHOTO: Marte Lid

and Malawi are in the process of completing their education in the field of antibiotic resistance at the University of Kwa Zulu Natal (UZKN) in South Africa. The students study for short periods in South Africa while the research work takes place in their own countries. University staff from Malawi and Mozambique have taken part in the supervision of students at UZKN and have received instruction in online teaching. This has helped to develop local capacity in teaching master's degree programmes.

In 2018, altogether 35 students will be admitted to the new programme. The students include employees in the ministries of health, agriculture, and environment,

the public health institute and the general hospital.

The project has provided equipment and trained staff at the reference laboratories. The project will also help to develop monitoring systems for infectious diseases and antibiotic use.

Seminars on antibiotic resistance have been conducted in both countries, and more than half of the participants were women. In order to establish relevant educational programmes and research areas, an analysis of knowledge about the use of antibiotics was carried out in Malawi in 2016. This was presented to the ministry of health in October 2016 and has been instrumental in developing the country's priorities in this field. The working group responsible for the analysis will coordinate the work on antibiotic resistance in Malawi until a permanent coordination mechanism is in place. A similar situation analysis was carried out together with project participants in Mozambique via the Global Antibiotic Resistance Partnership.

WHO:

The four partners in the NORHED project are the University of Kwa Zulu Natal, the University of Tromsø, the University of Malawi and the Instituto Superior de Ciencias de Saude in

Mozambique. There is close cooperation with the ministries of health in Malawi and Mozambique as well as with actors from the healthcare sector, veterinary medicine and agriculture. WHO is also part of the project through its participation in the management group.

HOW MUCH:

The project will receive NOK 18 million in funding from Norad in the period 2014–2019. Norad is the only donor.

LESSONS LEARNED:

It is important that external skills providers monitor the formation of academic qualifications and programmes. Regular visits that are gradually phased out are essential in ensuring the sustainability and quality of what has been established. Close collaboration with academic and administrative staff is also required to achieve good results.

SOURCES:

- > The project document and annual reports from the project (2014, 2015, and 2016).
- > Media coverage (newspaper articles and radio interview) in Mozambique about master's degree students and the launch of the reference laboratory.
- > [WHO country cooperation strategy for Malawi.](#)
- > [WHO country cooperation strategy for Mozambique.](#)
- > [Review on Antimicrobial Resistance. Antimicrobial Resistance: Tackling a Crisis for the Health and Wealth of Nations, 2014.](#)



Research provides evidence to safeguard the rights of local fishing communities

Collaboration within higher education and research between universities in Tanzania, Zanzibar and Norway has helped to strengthen capacity in teaching, research and publication of scientific works.

WHY: Balance between preservation and sustainable use of fishing areas

In 2005, the Tanzanian government asked the Norwegian Embassy in the country to provide research support in order to establish the facts in a controversial fisheries policy debate concerning sustainability and the development of industrial fisheries along the coast. Claims were made about a superabundance of fishery resources in contradiction to claims of overfishing and environmental degradation. None of the claims were backed up by research-based evidence. A team of researchers from the University of Dar es Salaam (UDSM) and the



Collection of fishing data in the Rufi Delta Tanzania for better understanding of the stock of the various species. PHOTO: Ken Opprann

Norwegian University of Life Sciences (NMBU) carried out studies in order to provide data that could be used as a basis for decision-making.⁸²

RESULTS: Increased respect for coastal communities

Research results showed there was no evidence of overfishing. Instead, the research identified violations of human rights and breaches of the principles of good governance on the part of the Tanzanian authorities and an international organisation. Researchers recommended changes in practice and policies, and together with village chiefs contacted the Tanzania Commission for Human Rights and Good Governance (CHRAGG). Later, the central government authorities formally requested the rural authorities to desist from harassing fisheries communities on the island of Mafia and to stop attempts to evict rural communities living in the Rufiji Delta.

Unexpected research results and the policy decisions they led to positive impact on coastal communities. Local fishing communities could continue their activities, and it was urged that future efforts to manage these areas as conservation areas should be based on

⁸² "Fisheries Study in Tanzanian Coastal Waters: the effects of trial export of finfish from Mafia Island on ecological-social resilience and vulnerability" (2006).



Collection of fishing data in the Rufi Delta Tanzania. PHOTO: Ken Opprann

research data. Throughout history, fishing communities have experienced marginalisation and loss of assets as well as a lack of respect for traditional knowledge and management systems.

In addition to the impacts on the local community, the cooperation has resulted in greater technical capacity and expertise among involved institutions. UDSM and the University of Zanzibar (SUZA) recognised that these topics should be included in programmes at both master's degree and doctoral degree levels. A new master's degree programme has been developed and started at SUZA. In the first phase of the project, eight students have



Saada Kimbulaga collects data by number and type of fish that is taken in. Over time, the data tells how much of the different species that is available at any time and which are harvested. PHOTO: Ken Opprann

completed their master's degree and two have completed their PhD (both women). Seven PhD candidates (three women) and over 60 master's degree students are participating in the current project at UDSM and SUZA.

The research team that carried out the first study received funding to expand the study, including support to PhD candidates and master's degree students from UDSM.⁸³ The project, which was financed by Norad,⁸⁴ has

⁸³ The project was called "Coastal fisheries of Tanzania: the challenges of globalisation to resource management, livelihoods and governance".

⁸⁴ The Norwegian Programme for Development, Research and Education (NUFU) was Norad's programme for supporting research in developing countries in the period 1999–2012, and was followed by the Norwegian Programme for Capacity Development for Higher Education and Research for Development, NORHED.

enhanced competence and capacity regarding coastal ecology, resource management, social processes, environmental management and human rights.

WHAT: Research and cooperation with the local community

The research was conducted in close cooperation with local fishing- and forest communities in order to support their struggle for access to and sustainable use of coastal resources. A series of workshops for fishermen, selected village chiefs, senior managers in the fisheries sector, conservationists and researchers revealed the need for better protection of fishers' rights and responsibilities.

Norad's research programme has supported the work.⁸⁵ In 2013, this was extended to cover broader issues in society: environmental problems and climate change along the coast of Tanzania, including the islands of Unguja and Pemba (Zanzibar), and to bolster SUZA's academic development.

85 The Norwegian Programme for Development, Research and Education (NUFU) was Norad's programme for supporting research in developing countries in the period 1999–2012, and was followed by the Norwegian Programme for Capacity Development for Higher Education and Research for Development, NORHED.

The project arranged an environment and climate change conference in Dar es Salaam in 2016. Several ministers and other Tanzanian policymakers participated. The discussion underlined the need to break down the barriers between researchers, farmers, politicians and policymakers. The need to make research more readily available in environment-related work and in the drafting of laws and their regulatory mechanisms was also highlighted.

WHO:

The work has involved staff at UDSM, SUZA and NMBU. The project also involved local and national forest and fisheries authorities in addition to CHRAGG. Moreover, village chiefs and local communities have been important stakeholders.

How much:

The project phase from 2007 to 2012 received NOK 5.4 million in funding. The project phase from 2013 to 2019 has a budget of just under NOK 18 million.

LESSONS LEARNED:

One of the lessons learned is the importance of maintaining active dialogue with local communities through their elected chiefs. In addition, it is vital to involve local and national authorities

in order to ensure relevant pedagogical initiatives and research efforts. Flexibility is also essential in coping with changed circumstances and unexpected events.

SOURCES:

- > Annual reports and final reports from the projects.
- > Bryceson, I., Jiddawi, N., Kamukuru, A., Kulindwa, K., Mwaipopo, R., Onyango, P., Sebastian, M. (2006). Fisheries Study in Tanzanian Coastal Waters: the effects of trial export of finfish from Mafia Island on ecological–social resilience and vulnerability. Report to MNRT & Norad.
- > Reports from the Tanzanian Commission on Human Rights and Good Governance (2013).



Statistical cooperation

PHOTO: Marte Lid

NATIONAL STATISTICS PLAY AN IMPORTANT ROLE IN SOCIAL PLANNING

The United Nations Statistical Committee has outlined ten fundamental principles for public statistics. They are of central importance in UN's work on official statistics and constitute an important framework for national statistical agencies and producers of official statistics worldwide. The first of these principles states that 'Official statistics provide an indispensable element in the information system of a democratic society, serving the Government, the economy and the public with data about the economic, demographic, social and environmental situation. To this end, official statistics that meet the test of practical utility are to be compiled and made available on an impartial basis by official statistical agencies to honour citizens' entitlement to public information.

A good national statistical system is primarily important as a factual basis for social planning and discussion, and this can promote political accountability. The capacity for production and analysis of statistics is a cornerstone of good governance in a country.

Credible statistics must be produced in a satisfactory manner in line with applicable standards and methods. Developing countries face a number of problems in producing statistics that fulfil these requirements. They are trapped in a vicious circle where the scanty resources available to national statistical systems limit their activities. This results in low-quality data and dissatisfied users who are unwilling to use the statistics in decision-making processes. The lack of demand for data means that fewer resources for statistics production and quality control are allocated to statistical agencies.

Many countries in Africa lack basic economic statistics. For example, they have no figures on the number of companies, their turnover or the number of staff. This seriously affects the authorities' ability to design sound economic policies. Without a national overview of the economy, the authorities are unable to determine a sensible level of taxes and fees.

Sustainable Development Goal 17 together with targets 17.18 and 17.19 deal with increasing the availability of high-quality population data as well as supporting capacity development for developing countries. Statistics are essential in reporting progress towards achieving the Sustainable Development Goals and are therefore of prime importance in documenting the results of development aid.

In order to produce reliable statistics, access to high-quality data is essential. Experience shows that the quality of data increases when the burden for respondents is minimised. This can be achieved by utilising pre-existing data sources. Norway and Statistics Norway are among the best in the world in producing statistics from data gathered for administrative purposes by the national registry and company registers, for example.

WORKING METHODS AND PARTNERS

Norway mainly supports capacity development in statistics via Statistics Norway, direct support to national statistical agencies and multilateral channels such as UN organisations' work with statistics in their field. Statistics Norway is one of the most important partners for Norwegian statistical collaboration. In addition to its own project agreements, Statistics Norway provides technical support as an integrated part of programmes such as Oil for Development and Tax for development. Collaboration in the field of statistics is often long-term, with a focus on developing organisations and systems to enhance local expertise. In some cases, advisers are seconded for extended periods of time to national statistical agencies in the partner countries.

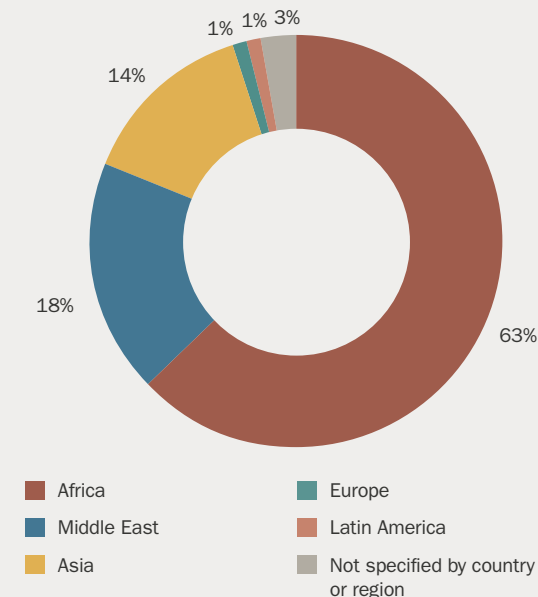
WHAT NORWAY CONTRIBUTES TO:

A key objective is to enable partner countries themselves to produce statistics by means of good systems for ongoing statistics production where processes are frequently repeated and expertise is retained in the institution. Statistics Norway contributes to the technical development of statistics, dissemination efforts and further utilisation of the data as well as to the development of statistical systems and various support functions. Norwegian support increasingly entails helping to strengthen the infrastructure of the organisation, for example project management, metadata, management and IT development.

WHERE:

Altogether 63 per cent of funding for statistics aid in the period 2012–2016 went to Africa (Figure 11) with 71 per cent going to the least developed countries and other low-income countries. Norway's main partners in the period 2012–2016 were Mozambique, Palestine, Malawi and Kyrgyzstan.

FIGURE 11 // MORE THAN 60 PER CENT OF CAPACITY DEVELOPMENT WITHIN STATISTICS GOES TO AFRICA

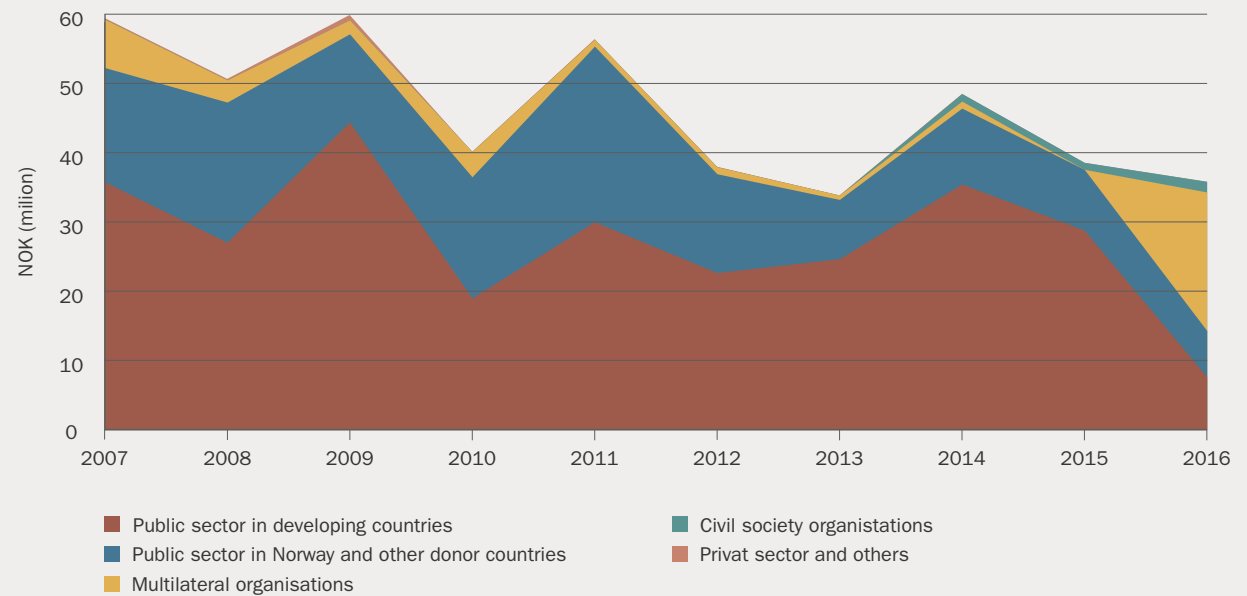


Bilateral (including multi-bilateral) aid over DAC sector 160.62 - Statistical capacity building, distributed by channel. 2012–2016. Total 2012–2016: NOK 194 million. SOURCE: Norad

HOW MUCH:

NOK 194 million has been granted in support to statistics-related assistance during the past five years. The amount has varied over time and in 2016 stood at just over NOK 36 million (Figure 12).

FIGURE 12 // NORWEGIAN SUPPORT TO CAPACITY DEVELOPMENT WITHIN STATISTICS



Bilateral (including multi-bilateral) aid over DAC sector 160.62 - Statistical capacity building, distributed by channel. Total 2012–2016. In 2016, Norway provided support to a survey on living conditions in Mozambique through UNFPA, which gives rise to the high proportion of aid channelled through multilateral organisations in the graph. SOURCE: Norad



Greater trust in Kyrgyzstan's National Statistical Committee

By means of long-term institutional cooperation, Statistics Norway has supported Kyrgyzstan's National Statistics Committee (NSC) to achieve more efficient data collection, harmonisation of national data and enhanced dissemination of statistics to users.

WHY: Statistics are important for social planning

Every country needs a good national statistical system that can produce and disseminate official statistics. This provides society with a factual basis for designing policies and the opportunity to evaluate whether policies achieve the intended effect, as well as contributing to public debate and enabling citizens to bring the authorities to account. An independent national statistical agency with a good reputation that inspires confidence is a key element in democratic social development.



Press conference under the auspices of the Kyrgyzstan National Statistical Office. PHOTO: SSB

In the former Soviet Union, trust in official statistics was extremely low. The general perception was that statistics were primarily produced to demonstrate progress and increase support for government policies. When the Soviet Union collapsed, there was a strong need to restore trust in Kyrgyzstan's statistical system and promote a more fact-based policy formulation and debate.

Production of statistics in the Soviet Union was largely based on a silo system with little cooperation across different statistical areas or between different institutions in the national statistical system. The system had undoubtedly several strong elements but did not comply with international statistical standards to any great extent. An international assessment of the national statistical system in Kyrgyzstan pointed out that the NSC needed to improve production and boost the quality of the statistics.

RESULTS: Greater transparency regarding statistics

When the NSC's management saw how Statistics Norway carried out its communication activity, they started to hold monthly press conferences in 2015. Good dissemination of statistics is an important step towards the overall objective of more fact-based social planning.

In Kyrgyzstan, Statistics Norway has been instrumental in the NSC now having better access to administrative data, including by digitising household records. These records, which previously were only available on paper, contain important information for the central government about the rural population. Everything from births, health and education to agricultural equipment and the number of cattle is registered annually. Following digitisation, the data can be easily reused to produce statistics. Despite challenges related to data quality, the NSC can utilise existing administrative data much more readily.

Information about company revenues, expenditure and investment is of key importance in producing economic statistics. Through agreements with the tax authorities, the NSC can now access their information on companies, thus reducing the NSC's burden in terms of

data collection and respondents. Statistics Norway also assists the NSC to modernise and streamline production processes. The work is challenging and the results will only be visible in some years' time.

WHAT: Cooperation with colleagues and the exchange of knowledge

Statistics Norway has contributed to better internal communication, streamlining of production processes, modernisation of data equipment and more efficient data collection. A new intranet has given regional offices easier access to templates and manuals as well as information about other parts of the organisation.

Institutional cooperation between the NSC and Statistics Norway began in 2006 and the ongoing third phase will end in 2017. The long-term cooperation has enabled the development of new systems and routines. The NSC's enhanced capacity has strengthened the institution's ability to continue the work on its own.

Experts from the two organisations collaborate to improve statistical areas and the NSC's administrative capacity. The exchange of knowledge takes place through different activities: short visits from Statistics Norway

to the NSC, study trips from the NSC to Norway, long-term secondments of advisers from Statistics Norway to Bishkek, and project coordination on both sides. A ten-year partnership has laid the foundation for mutual trust between the institutions. The 2016 mid-term review concluded that the recipient appeared to have full ownership of its part of the project and consequently ownership of the results of the cooperation.

WHO:

Statistics Norway in cooperation with the National Statistics Committee of the Kyrgyz Republic (NSC).

HOW MUCH:

A total of NOK 35 million has been disbursed since 2006, primarily for the transfer of knowledge.

SOURCES:

- > Snorrason, Hallgrímur (2016) Mid-term review of phase 3 (2014-16) of the project of institutional cooperation between Statistics Norway and the National Statistics Committee of the Kyrgyz Republic.
- > Project documents and reports from Statistics Norway.
- > [The Global Assessment of the National System of Official Statistics of the Kyrgyz Republic](#) carried out by UNECE in 2010.



Global health



ROBUST HEALTH CARE SYSTEMS ENSURE GOOD QUALITY OF LIFE

The best possible health is a basic human right and one of the most important prerequisites for a meaningful and active life. Improved health for the poor is essential in combatting poverty and achieving sustainable development and greater value creation. Good health also requires progress in other areas, such as water, nutrition and education. High healthcare costs are among the main reasons that families in developing countries incur substantial debt and end up in poverty.

Sustainable Development Goal 3 entails ensuring good health and promoting wellbeing for all. While global health assistance trebled in the period 1990–2015, the contribution of poor countries themselves increased fivefold. Nevertheless, WHO is of the opinion that if all countries are to meet SDG 3 by 2030, a further

amount of between USD 274 and 371 billion annually is required.⁸⁶

In addition to providing treatment, good healthcare systems help to prevent disease and protect society against epidemics. Diseases do not respect national borders so efforts to promote better health worldwide are crucial. Healthcare systems in all countries consist of combined public and private services, which can be divided into:

- > service delivery
- > personnel
- > information systems/data
- > essential medicines
- > funding
- > leadership/management.

⁸⁶ [WHO estimates cost of reaching global health targets by 2030.](#)

The overall capacity of the healthcare system equals the joint capacity of each of these components.

Poor countries will need a further 18 million qualified healthcare workers to achieve SDG 3. Meanwhile, the demand for health care services in rich countries is growing and 40 million new healthcare workers will be needed. Many of them will come from poor countries, thereby reducing capacity in those countries.⁸⁷

Analysing disease trends and the impact of services requires data. Poor countries lack data, and often the quality of available data is very low or only covers part of the population. This may lead to poor investments and unsatisfactory results. At the same time, developing countries

⁸⁷ [Health workforce needs, demand and shortages to 2030: an overview of forecasted trends in the global health labour market](#), High-level Commission on Health Employment and Economic Growth, 2016.

often lack medicines and diagnostic equipment, either because they are not available or because they are too expensive.

WORKING METHODS AND PARTNERS

Norway prioritises interventions that strengthen national healthcare systems. A prerequisite for Norwegian support is that partner countries themselves take the main responsibility for ensuring universal access to healthcare services and eliminating inequality in health among the population.

Prevention, primary health care services and the health of women, children and adolescents are prioritised. This includes:

- > access and rights to sexual and reproductive health (SRHR);
- > global efforts to combat infectious diseases, including the prevention of epidemics;
- > access to reasonably priced equipment and technology.

Norway works on six levels, each contributing to increased capacity in different ways:

1. Global priorities, coordination and development of knowledge via WHO, including the development of health information systems.⁸⁸
2. Support via various multi-donor trust funds

⁸⁸ Norway contributes to the Health Data Collaborative, which promotes coordinated investment in countries' health information systems.

- to coordinated efforts, joint objectives and effective collaboration between the UN system, the World Bank and regional development banks.
3. Cooperation with Norwegian institutions such as universities, directorates and institutes with special capacity in areas such as health security and health information (see results example: [Health Information System DHIS2](#)).
 4. Bilateral cooperation with Malawi, India and Ethiopia.
 5. Improvement of national health systems including via the Research Council of Norway's programme for global health.
 6. Support to Norwegian and international organisations in health and rights issues.

Norway also supports service delivery in humanitarian emergencies through NGOs and the UN.

WHAT CHANGES DOES NORWAY CONTRIBUTE TO?

In order to promote national ownership and sustainability, Norway encourages a gradual transition from external donor funding to national funding. A number of developing countries have scaled up the percentage of the national budget allocated to health. Through the Global Financing Facility (GFF) in support of women, children and adolescents, Norway boosts capacity in low-income countries to develop, finance and operate national health budgets. Norway is making efforts to ensure that budgets include important healthcare services such as sexual and reproductive health rights



Surgery room at Kamuzu Central Hospital in Malawi's capital Lilongwe.
PHOTO: Ken Opprann

(SRHR), which have earlier been mainly donor-funded. GFF, for example, has helped to ensure that access to contraception and sexual health information for adolescents is included in national priorities, plans and budgets in several countries.

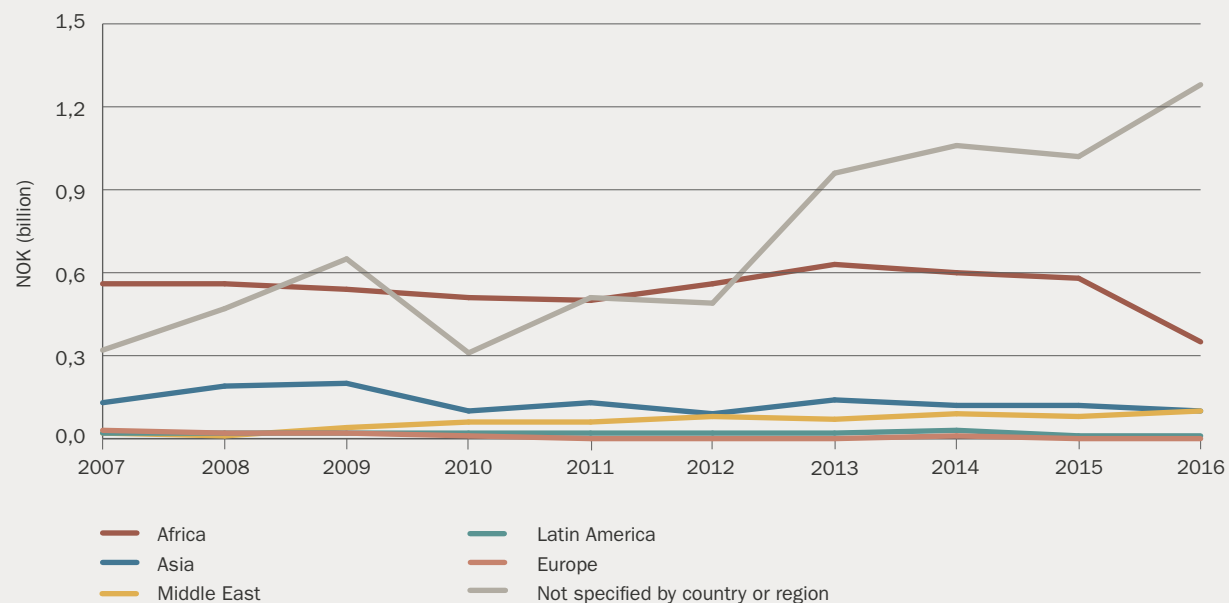
Since the establishment of the Vaccine Alliance (GAVI) and the Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM), Norway has advocated for strengthening national healthcare systems and their funding. Results that exemplify this work include the establishment of a separate GAVI scheme for financing the health system and service delivery. GFATM's contributions have included capacity development in use of health data, the development of health insurance schemes and increased access to health personnel as well as disease-specific interventions.

Norway has contributed to innovation, particularly in the field of mobile technology to increase the efficiency and capacity of the healthcare sector as well as the population's use of modern healthcare services. One example is [MomConnect](#) in South Africa, a service whereby pregnant women receive text messages on their mobile phone about pregnancy check-ups and health information suited to their trimester. Norway has also helped to establish new funding mechanisms, including guarantees for the pharmaceutical industry in order to reduce the costs of medicine for poor countries.

WHERE:

Norwegian efforts target low-income countries in particular, especially countries with a high child and maternal mortality rate. This largely includes fragile countries in sub-Saharan Africa and countries that have a low rating on health indicators. In terms of aid to health distributed by country, 60 per cent went to the least developed countries and other low-income countries in 2016; Malawi, India and Ethiopia were the biggest recipients. An increasing proportion of bilateral aid to health is channelled through global initiatives that are not earmarked for specific countries or regions, see Figure 13.

FIGURE 13 // GLOBAL INITIATIVES REPRESENT AN INCREASING PROPORTION OF BILATERAL AID FOR HEALTH

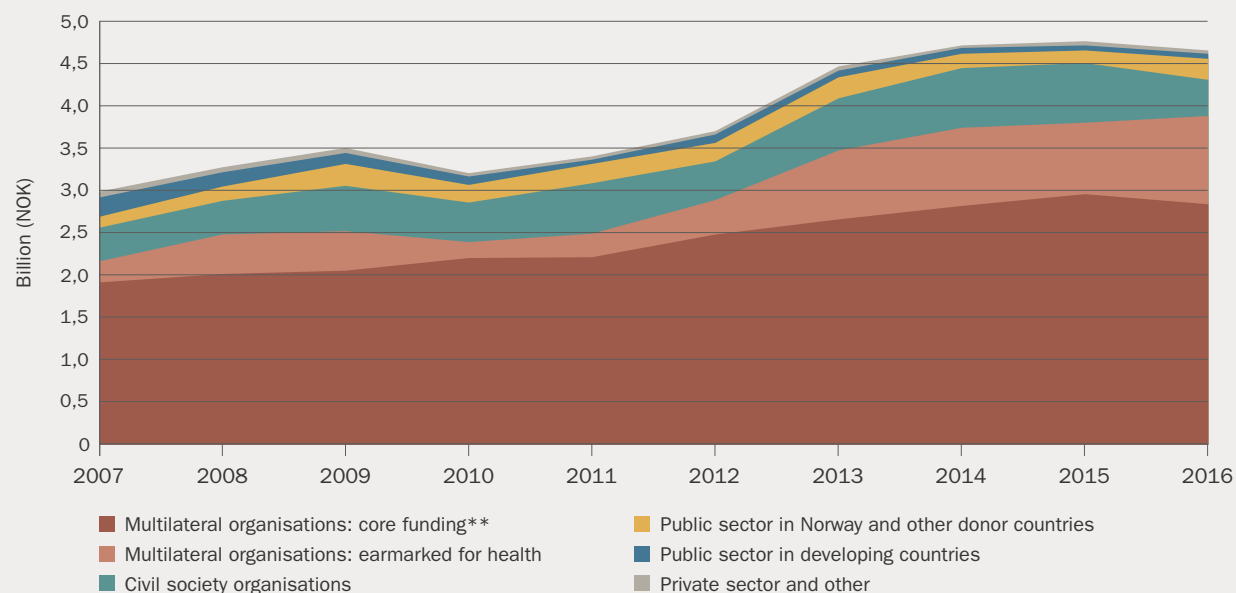


Bilateral (including multi-bilateral) aid over DAC sector 121 – Health, general, 122 – Basic health and 130 – Population policies/programmes and reproductive health, distributed by region. 2007–2016. NOK (billion). SOURCE: Norad

HOW MUCH:

In the last ten years, overall Norwegian health assistance has increased from around NOK 3 billion in 2007 to approximately NOK 4.7 billion in 2016, see Figure 14. In 2016, altogether 83 per cent was channelled via multilateral organisations. Norwegian support to multilateral organisations is usually non-earmarked and goes to both global initiatives and country-specific projects within health as well as core funding for multilateral organisations working with health.⁸⁹

FIGURE 14 // NORWEGIAN SUPPORT TO THE HEALTH SECTOR IS PRIMARILY CHANNLED THROUGH MULTILATERAL ORGANISATIONS



Bilateral (including multi-bilateral) aid for health care*, as well as core funding to selected multilateral organisations **. By channel. 2007–2016. NOK (billion). SOURCE: Norad

* DAC sector 121 - Health, general, 122 - Basic health and 130 - Population policies/programmes and reproductive health. **Core funding to selected multilateral organisations is included, as the core funding, in whole or in part (in per cent) goes to health: AMCs, GAVI, GFATM, IFFIm, UNAIDS, UNFPA, UNICEF (55%), AFDB/F (2%), ASDB/F (3%), UNITAID, WFP (15%), World Bank Group (5%) and WHO.

⁸⁹ See explanation given in Figure 13 about the calculation of total Norwegian aid to health.



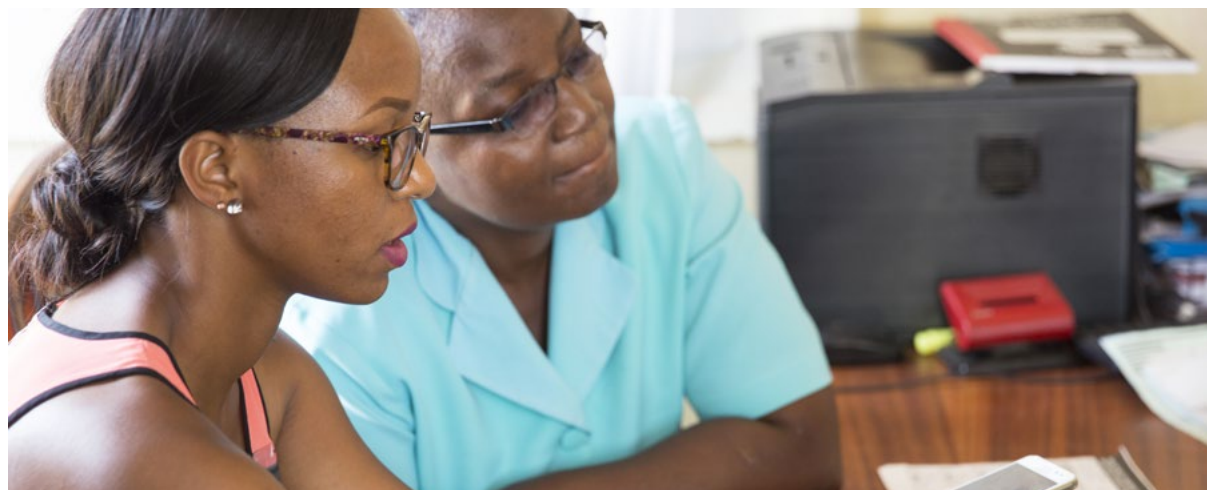
Revolution in the accessibility of health information in many of the world's poorest countries

The University of Oslo has developed a data tool that forms the backbone of the health information systems of 40 developing countries.

WHY: Health information is crucial for planning

Health information is crucial for controlling health systems and defining priorities. Health information also helps to highlight results. The systems provide information about the efforts of health personnel, whether institutions are open, whether shelves are fully stocked with medicine, whether people use the health services and whether they recover from illness.

In poor countries, the health sector is under-financed, and limited information on health is available. Access to cost-effective, fast and accurate digital health information systems can lead to better priorities.



Mbongeni Chizonda (left) teaches health personnel at Mchinji District Hospital in the DHIS2 Health Information System. Chizonda is a master student at University of Malawi, supervised by the University of Oslo. PHOTO: Marte Lid

RESULTS: A free and flexible data system for health information

[District Health Information System 2 \(DHIS2\)](#), developed by the University of Oslo (UiO), is a free software program with no licensing restrictions. The software can be adapted to national needs. DHIS2's development has been driven by feedback from users and by follow-up research. The long-term education and research programme has also resulted in a network of dedicated,

skilled technicians in the countries using the system.

DHIS2 has revolutionised accessibility to health information in many of the world's poorest countries, and has resulted in improved public sector coordination and bigger investments in national health systems. It has also led to a stronger focus on priorities and performance-based financing in the healthcare systems. In addition, the system has enabled

media, researchers and citizens to become involved in the setting of national priorities, to point out disparities and observe developments.

Global health organisations use DHIS2 to develop national healthcare systems. Donors use health information to monitor the fulfilment of global health targets, test the effectiveness of development aid investments and manage their portfolios.

Following its initial implementation in 2006, today altogether 60 countries use DHIS2, and 40 of these use it nationwide. Demand is increasing and at least 20 countries in Asia, Africa and Latin America are expected to develop from a pilot project to a national programme during the next three years.

WHAT: Development of software and user influence

The Health Information Systems Programme (HISP) began in 1994 as a joint project between the University of Oslo (UiO) and the University of Western Cape, in South Africa with the aim of creating a health information system after the fall of the apartheid regime. DHIS2 was originally developed by UiO students from Asia, Africa and Norway working part-time. In

2010, Norad funded four full-time positions for developers. This gradually expanded to a team of 18 developers financed by several donors. The HISP model is based on education, support to implementation and follow-up research.

Every year the UiO organises a number of courses that train hundreds of DHIS2 users in low- and middle-income countries. When the technical experts return to their home countries, they normally work in the ministries of health to develop national healthcare systems.

The programme supports implementation and assists user groups. Users’ feedback and experiences from the building of national systems are incorporated in the further development of DHIS2. DHIS2 is issued in three new versions annually with new functionalities added in accordance with users’ feedback. The UiO supports the development of regional HISP organisations staffed by informatics specialists. This network is responsible for much of the support to implementation.

WHO: Support from international donors

Norad has supported the HISP project since 1994. In 2010, Norad agreed with PEPFAR and GFATM⁹⁰ on coordinating support to the programme. Norad supports the Oslo office while the two funds invest in implementation and development. The UiO works in close cooperation with the Norwegian Public Health Institute, Statistics Norway and WHO in relation to quality-enhancement and use of data. Since 2015, the programme has had an advisory committee consisting of all the major actors within global health.

HOW MUCH:

In 2010, the UiO’s HISP programme had a budget of approximately USD 3.75 million, almost all of which came from Norwegian sources. In 2016, total Norwegian funding had declined while the contribution of global donors had increased. Norad has supported the project with around NOK 50 million in the period 2014–2017.

SOURCES:

- > PATH (2016) - An Interim Review of the Health Information Systems Programme—University of Oslo— with Recommendations for Future Action.
- > [The project's website](#)

90 PEPFAR stands for President’s Emergency Plan for AIDS Relief. GFATM stands for the Global Fund to Fight AIDS, Tuberculosis and Malaria.



Knowledge about nutrition helps infants in India

Exchange of knowledge between nurses and doctors has promoted increased breastfeeding of infants in India.

WHY: Breast milk strengthens the immune system and provides protection against infections

Between a quarter and half of deaths among young children in developing countries occur in the first week of life. For sick newborn infants, being in contact with their mothers and being breastfed may mean the difference between life and death. Breast milk is a natural source of nutrition that strengthens the immune system and provides protection against infections. Children who are breastfed for a longer period are less ill and more seldom die than children who are not breastfed or only breastfed for a short period. [The World Health Organization \(WHO\)](#) recommends exclusively breastfeeding infants for the child's first six months, noting that breastfeeding can



Mothers and children in the city of Alwar in Rajasthan have received health services through the Norwegian-Indian partnership. PHOTO: Eva Bratholm

preferably be continued up to the age of two years in combination with other food. The advantages of breastfeeding are particularly great in countries without access to clean water and good health care.⁹¹

In India, around 750 000 newborn infants die every year.⁹² The risk of death is 97 per cent lower for those who are breastfed compared with those who are not. The rate of breastfeeding in India has [increased in the last ten years](#), but is still low at around 44 per cent according to [national data](#), and access to clean water for breast-milk substitute is not guaranteed. The Indian authorities have developed guidelines to promote breastfeeding via the national health programme, in line with WHO's international guidelines. The aim of the project has been to reduce the disease burden and infant mortality, establish human milk banks and resource centres for sick newborn infants in Dehli.

RESULTS: Better facilities for newborn infants at hospitals

The collaboration with *Oslo University Hospital* (OUS) and public hospitals in India has contributed

⁹¹ OUS (2016), [Morsmelk er supermat for nyfødte](#) (Breast milk is superfood for newborns), published 24 October 2017.

⁹² MJ Sankar et al., State of newborn health in India, *Journal of Perinatology* (2016) 36, pp. 3–8.

to the percentage of children receiving breast milk either via breastfeeding or by pumping milk has increased from 50 to close on 100 per cent at the hospital wards involved in the project. The hospitals now have human milk banks and breastfeeding counsellors available for mothers and infants. Hand hygiene has significantly improved. The work has also led to a rise in the systematic registration of medical data such as temperature and weight.

The neonatal department at Lady Hardinge College & Kalawati Saran Children's Hospital in New Dehli opened its human milk bank in 2017 with the aim of playing a leading role in guidance and the development of neonatal medicine in the public sector in the whole of India.

For the mothers, breastfeeding has a number of health benefits in both the short- and long-term. The release of hormones leads to better contraction of the uterus after birth and reduces the danger of haemorrhages and infections. Research has demonstrated that breastfeeding provides protection against a number of diseases in the long-term, for example cancer.

After it became known that the Sir Padam Pat Mother and Child Health Institute (JK

Lone Hospital) had good medical facilities for premature and sick newborn infants, the hospital experienced a surge in the number of infants hospitalised in the period from 2013 to 2015 according to the project manager at the hospital.⁹³ It is not uncommon that the mother stays at home and that only 60 per cent of sick babies born in rural districts come to the hospital together with their mother. Maternity wards now allow parents, primarily mothers, to come to the hospital ward where their child is hospitalised, participate in care and holding the baby with skin-to-skin contact. This leads to better parent-child contact. In turn, this has relieved the nurses in their very busy working situation, thus constituting an unplanned positive impact of the project.

WHAT: Training of health personnel and mothers

OUS has cooperated for several years with public hospitals in India through exchange of personnel. The projects focus on nurses, but also include doctors. OUS' involvement is in the areas of infection prevention, pain relief, kangaroo care⁹⁴, nutrition, opening and running human milk banks, family-focused care and

⁹³ OUS (2016), [Utvekslingsprogram fortsetter på et av Asias største barnesykehus](#) (Exchange programme continues at one of Asia's largest children's hospitals), published 24 November, 2016.

⁹⁴ Kangaroo care (KC) entails that premature newborn infants have skin-to-skin contact with their parents as soon as possible after birth.

improved treatment of babies on respiratory support. Since the start of the project, the hospitals have trained doctors and nurses nationally and at several of the district hospitals. The teaching is based on dialogue with the active participation of the nurses. Breastfeeding counsellors are specially trained to help the mothers. Training in breastfeeding is provided for the mothers as well as for the staff.

29 nurses and doctors from India and 14 nurses from Norway have taken part in the exchange programme. The Indian nurses will lead the work going forward.

WHO:

Those involved in the project are the Oslo University Hospital, the Sir Padam Pat Mother and Child Health Institute (JK Lone Hospital) in Jaipur and Lady Hardinge Medical College & Kalawati Saran Children’s Hospital New Delhi.

HOW MUCH:

FK Norway has supported the project with around NOK 10 million in the period from 2013 to 2017. FK Norway’s funding is related to the actual costs of the exchange of personnel. In addition, OUS contributes to salaries and equipment. The project is also supported by the Norwegian Embassy in New Delhi.

LESSONS LEARNED:

Support from management and local health authorities have been crucial for the implementation and progress of the project. Meanwhile, this must be converted into broad-based teamwork with doctors and other professional personnel in order to strengthen nursing as a discipline in a hierarchical structure.

SOURCES:

- > MJ Sankar et al., State of newborn health in India, Journal of Perinatology (2016) 36.
- > OUS (2016), [Morsmelk er supermat for nyfødte](#) (Breast milk is superfood for newborn infants), published 24 October 2017.
- > OUS (2016), [Utvexlingsprogram fortsetter på et av Asias største barnesykehus](#) (Exchange programme continues at one of Asia’s largest children’s hospitals), published 24 November 2016.
- > Project reports to FK Norway.



For sick newborn children, it can make a difference between life and death if they are in contact with the mother and receive breast milk. Norwegian healthcare staff cooperate with Indian authorities to raise knowledge about nutrition for newborns. PHOTO: Eva Bratholm



Education



PHOTO: Ken Opprann

THE AUTHORITIES' CAPACITY MUST BE STRENGTHENED

The achievement of Sustainable Development Goal 4 stating that girls and boys shall have free and equal access to good-quality education depends on drastically improved institutional capacity in the education sector. This applies to both administrative and institutional capacity as well as to enhanced political capacity to make good decisions. Sub-Saharan African countries in particular face great challenges in establishing sustainable education systems. Weak capacity is a pervasive problem at all levels from the ministries down to the school level.

There has been little stability in the education ministries of many countries with a constant shift of ministers and public officials, which has posed a challenge. Staff are often poorly qualified and lack motivation because of low salaries and low social status. In addition, many countries are

characterised by fragmented education systems, and private actors increasingly provide educational programmes. This applies to schools run by non-profit organisations, and to a growing extent by commercial interests. Many countries therefore face major challenges in establishing efficient public systems that ensure the necessary quality control of the sector.

The biggest challenge in respect of securing good-quality education for all children and adolescents is the lack of qualified and motivated teachers. According to the UNESCO Institute for Statistics, 69 million teachers are needed by 2030 if all children and adolescents are to receive an education. Many countries therefore face special challenges in relation to their capacity to cope with the need for teachers. Since teachers' salaries constitute 80 to 90 per cent of education budgets, the capacity to plan for and manage teachers will

have a major impact on the cost-efficiency of the education system.

One question that is closely related to institutional capacity is access to reliable statistics. Increasing attention is now addressed to strengthening statistics and reporting in the education sector. This in itself will have little impact on the quality of education if the authorities do not have the capacity to use such data and convert enhanced knowledge into better policies. The World Bank's [World Development Report 2018](#) focuses on the need to improve education systems to ensure better learning outcomes.

WORKING METHODS AND PARTNERS

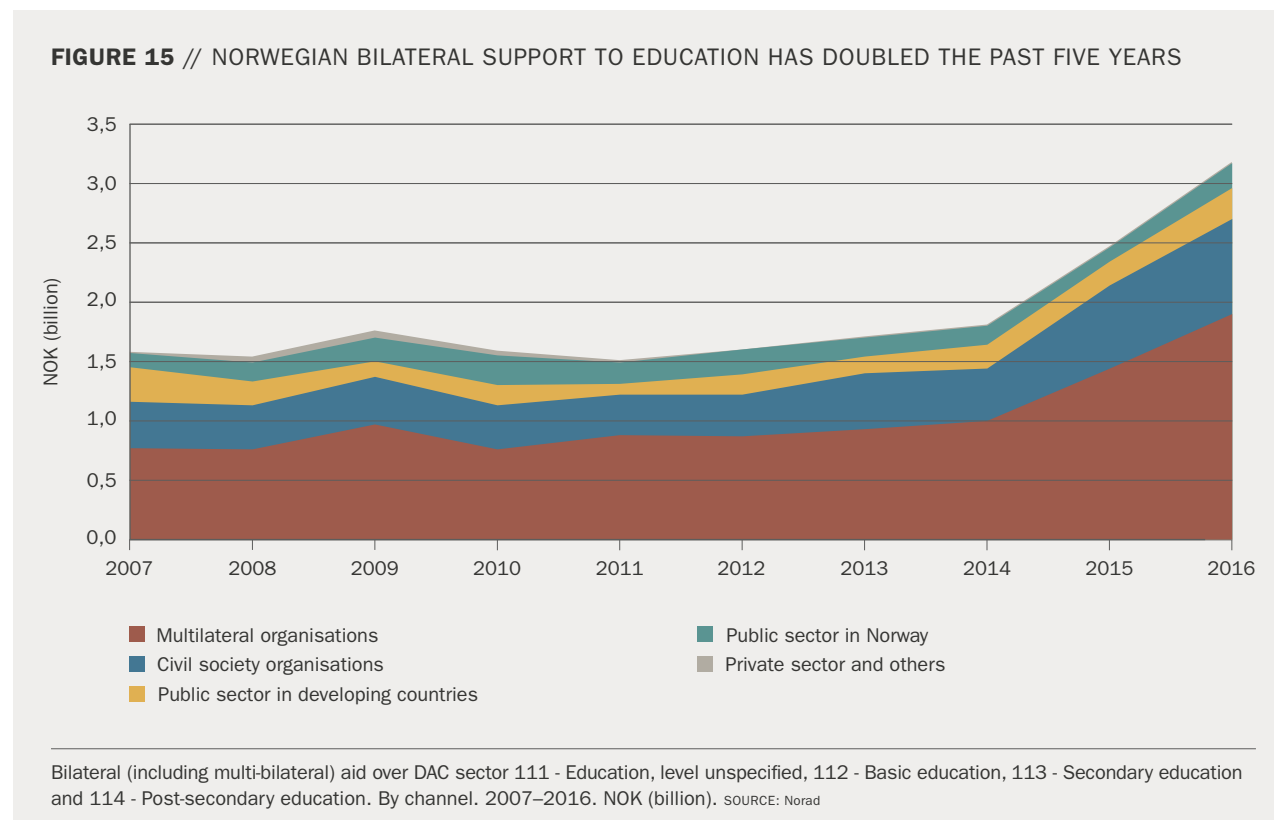
Norway has a broad approach to capacity development in education. Experience has shown that isolated capacity development programmes have not been sustainable. Efforts have therefore been

integrated to a greater degree in multilateral initiatives and programmes. Almost two-thirds of Norwegian support to education is now channelled through multilateral organisations. In addition, bilateral efforts and the efforts of civil society organisations emphasise capacity development.

The largest individual economic intervention is made through [Global Partnership for Education \(GPE\)](#), which provides support to the development and implementation of education sector programmes in developing countries. Efficient and effective education systems are a strategic goal for GPE.

UNESCO is also a vital channel for capacity development. First and foremost, this takes place through the [UNESCO Institute of Educational Planning \(IIEP\)](#), which has a special focus on assisting partner countries to build their capacity to plan and implement education sector programmes. Support is also given to the [UNESCO Institute of Statistics](#), which focuses on strengthening capacity to develop and process statistics. Norway is the largest donor to the [Capacity Development for Education \(CAPED\)](#) programme that assists 26 countries to build capacity in their education systems. Planning, vocational training and job creation are specially highlighted as well as training and organising teachers.

Capacity development is also of key importance in bilateral efforts. In Nepal, Norway has cooperated



closely with the ministry of education for a long period. Part of the support is given as direct budget support.

WHAT IS NORWAY'S CONTRIBUTION:

The overall objective for Norwegian support to education is to help as many children and adolescents as possible to have access to education and to acquire skills and knowledge that

allow them to make a successful transition to working life. Norway has contributed to the development of education sector plans in [Nepal](#) and [Afghanistan](#). The results report [Rising to the challenge: Results of Norwegian education aid 2013–2016](#) summarises what was achieved in the period from 2013 to 2016.

As it is difficult to identify a single capacity indicator, results must be measured by examining a selection of indicators that affect capacity. For example, GPE assesses the efficiency and effectiveness of education systems by means of the share of the budget allocated to education, the number of teachers in relation to pupils, the number of qualified teachers, the number of pupils who must repeat a year, and the number who drop out of school.

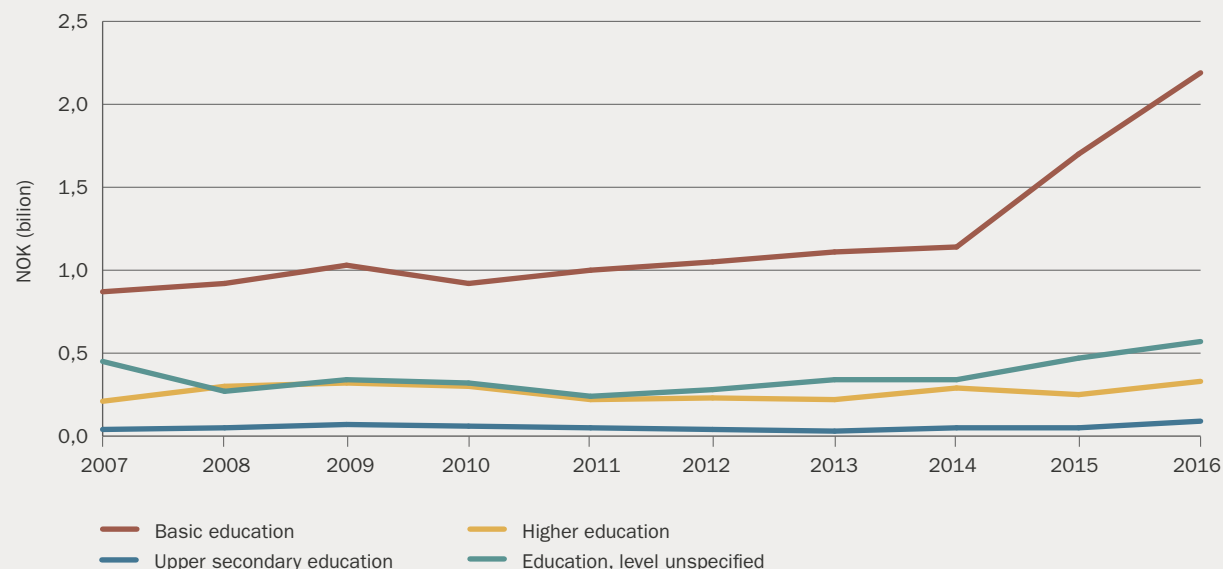
WHERE:

Half of bilateral development aid to education comes from global initiatives that are not allocated by country or region. Africa is the region that has received the bulk of bilateral education-related aid over the past five years. The main partner countries in aid to education distributed by country are Nepal, Malawi, Lebanon, Uganda and Syria. An increasing percentage of Norwegian funding goes to countries fraught by conflict and humanitarian crises. As a result of the Syrian crisis, there has been an increase in support to countries in the Middle East. Seven of the ten largest partner countries receiving Norwegian support for education were countries affected by conflict and fragility.

HOW MUCH:

Norwegian bilateral support to education increased from NOK 1.6 billion 2012 to 3.2 billion in 2016. During the same period, 57 per cent of bilateral support for education was channelled via multi-

FIGURE 16 // SUPPORT FOR EDUCATION PRIMARILY TARGETS BASIC EDUCATION



Bilateral (including multi-bilateral) aid over DAC sector 111 - Education, level unspecified, 112 - Basic education, 113 - Secondary education and 114 - Post-secondary education. By level of education. 2007–2016. NOK (billion). SOURCE: Norad

lateral organisations. Two-thirds of bilateral support in the period 2012–2016 went to basic education (see Figure 16).

Support to GPE is undoubtedly largest in the case of educational programmes with a strong element of capacity development. In 2016, Norwegian support to GPE stood at NOK 480 million. In 2016, the IIEP received NOK 27 million and UIS received NOK 9 million via Norway's support to UNESCO.



Norway contributed to Afghanistan's first education sector plan

Capacity development of the planning department in the ministry of education was instrumental in developing Afghanistan's first education sector plan, which has later been updated twice. This has promoted increased funding, better utilisation of funding and better management in the ministry of education.

WHY: Lack of central organisation and planning for the education sector

With the fall of the Taliban regime in 2002, Afghanistan's education sector had no central organisation or strategic plans. The sector was beset by challenges related to low academic qualifications, and a lack of staff and funding in addition to a lack of institutional capacity.



School in Meymaneh in Afghanistan. PHOTO: Ken Opprann

The ministry of education had no institutional experience in drawing up education plans and reliable data were lacking. The government asked the international community for help to develop the education sector. UNESCO's International Institute for Educational Planning (IIEP) has cooperated with the Afghan ministry of education since 2002 regarding the development of a plan for the sector and the training of staff.

A national plan for the education sector is an important management tool in spearheading the development of the sector. It is particularly important in a situation where the sector receives support from a broad range of donors, each with their own priorities. A national plan facilitates better coordination and gives a point of reference for political dialogue and prioritisation.

RESULTS: Education sector plans trigger funding and help more children to attend school

The first national education plan for Afghanistan was launched for the period 2006 to 2010 and was developed with the guidance and support of the IIEP. Norway supported this work, which laid the foundation for further work on plans for the education sector. The second and third education plans were developed through processes managed by the ministry itself, with draft plans produced in local lang-

uages and later translated into English. Planning capacity in the Afghan ministry of education has been significantly improved. National strategic education plans have been drawn up and provided a basis for financing and improving coordination in the ministry.

Having a plan for the education sector is one of the criteria for receiving grants from the Global Partnership for Education (GPE). In 2011, Afghanistan became a member of the GPE and was awarded its first grant of USD 56 million. The third plan was approved by donors in March, and was launched in September 2017, which opened up for economic support from more donors including the GPE and the World Bank.

Afghanistan has made great progress towards the goal of education for everyone and Sustainable Development Goal 4 regarding education. The proportion of age group 15–24 years who start and complete basic education, particularly girls, has increased significantly. This is the result of better access to and higher quality in education. By establishing 12 000 new schools, a greater number of children now have access to school. The number of pupils who begin school has grown from one million, mostly boys, to more than eight million, 39 per cent of whom are girls. This shows significant



School in Meymaneh in Afghanistan. PHOTO: Ken Opprann

progress compared with other countries in the same situation. The number of teachers has also increased from 80 000 in 2001 to around 187 000 in 2013, of whom 32 per cent are women.⁹⁵

Despite great achievements in the last decade, the level of education in Afghanistan continues to be among the lowest globally.

WHAT: Better planning capacity in the ministry of education

The IIEP has supported the ministry of education in Afghanistan through pedagogical training of staff, and guidance on the development of an education sector plan. Ten technical advisers worked in the planning department of the ministry of education, which also received basic office equipment. In addition, the IIEP contributed to the development of the latest education sector plans, which was overseen by the ministry.

An important part of capacity development was to build a critical mass of technical specialists in the ministry who could head the working groups. The objective has been to enable the ministry to plan, manage and operate its own modern and efficient education system. In 2012, a two-year programme was initiated to

enhance the capacity of staff in the ministry regarding planning, follow-up, evaluation and reporting. Altogether 60 members of staff have received training and guidance in situation analysis and education indicators. In addition, 60 employees have received training in English and data-related subjects. One employee has taken IIEP's master's degree programme in education planning in Paris. Today, the IIEP also supports the ministry of education's National Institute for Educational Planning (NIEP), established in 2012.

WHO:

Norway supported the development of the first education sector plan in Afghanistan in the period 2006-2010 via the IIEP and UNESCO in Afghanistan. Other donors have supported efforts to develop the most recent education sector plans. The Afghan ministry of education has played a key role in the work.

LESSONS LEARNED:

Developing long-term relationships of trust between the ministry, the IIEP and like-minded donors has been crucial. Support through practical implementation of the work has been vital.

HOW MUCH:

NOK 9 million over three years, from 2006 to 2010.

SOURCES:

- > Norway's support to IIEP's work with Afghanistan is documented in IIEP's book: [On the Road to Resilience](#) (2011, pp. 64–80) and synthesised in a [research brief](#).
- > UNESCO (2015) Afghanistan National Education for All (EFA) Review.

⁹⁵ UNESCO (2015) Afghanistan National Education for All (EFA) Review.



Development of the education sector improves access to education in Nepal

Better capacity in Nepal's education sector has meant that more children are offered a place at school. In particular, more girls attend school. However, final school-leaving grades have fallen.

WHY: An education plan provides the basis for managing the education sector

An education sector plan or education plan is a tool allowing the public authorities to manage the education sector from preschool to lower secondary school as a whole, and is a necessity in ensuring that children receive a good education. The education plan gives the various actors who provide education, as well as different departments in the ministry of education, a joint plan to which they can refer. This reduces the risk of duplicating efforts and developing parallel structures. The education sector plans are normally prepared for a period of five to



School in a village in the mountains east of Nepal's capital Kathmandu. PHOTO: Ken Opprann

seven years. Through the Global Partnership for Education (GPE), Norway has supported the development and implementation of Nepal's education plan for the period from 2009 to 2016 as well as the subsequent plan for the period from 2016 to 2023.

The objectives of Nepal's education plan are to improve learning outcomes in schools, boost access to education, improve teachers' working methods and increase gender equality. It also has the objective of strengthening the education system itself. The education system in Nepal has demonstrated progress over time in the areas designated by the education plan for improvement, but there is room for even further improvement. Measures to strengthen the education system at central level in Nepal were introduced at the same time as significant decentralisation of the country's education sector.

RESULTS: Greater access to education for girls too, but the quality must be improved

Nepal has been particularly successful in improving access to education and gender equality. The number of girls per 100 boys who started at school increased from 66 in 1995 to 96 in 2008⁹⁶, while the admission of



Integrated teaching for people with disabilities in Nepal. PHOTO: Ken Opprann

children rose from 73 per cent in 2009 to 89 per cent in 2016.⁹⁷ The proportion of children attending preschool rose from 63 per cent to 93 per cent in the same period, which meant that more children in younger year groups were able to read and write.

Nepal has been less successful in improving pupils' learning outcomes, and educational quality remains a challenge. Final school-leaving grades have been constantly low and fell from 2010 to 2014. The reasons are poor learning processes, differences between urban and rural areas, gender differences and the fact



At Shree Ayad School in Bakhtapur, students in the 10th grade are preparing for exams. Smile Raschal (15) to the right, Anita Lakhe (16), and Bijay Tamang (15). PHOTO: Ken Opprann

that pupils have completed their schooling with no skills assessment during the process.⁹⁸

A system of pupil evaluation has been developed. National pupil evaluation has now been established as part of the education plan for Years 3,5 and 8. This allows greater insight into learning outcomes and is also a tool to assess the results of other reforms intended to strengthen the education sector. Continuous pupil evaluation is also useful in helping teachers and schools to adapt teaching in order to achieve better learning outcomes. The collection of education data has been considerably

96 Evaluation of Norwegian Multilateral Support to Basic Education 2015, p.20.

97 Rising to the Challenge: Results of Norwegian Education Aid 2013–2016, p.69.

98 Evaluation of Norwegian Multilateral Support to Basic Education 2015, p.19.

improved.⁹⁹ Previously, Nepal had no way of evaluating pupils regularly apart from when they sat final school leaving examinations.

The education plan and the objective of strengthening the education system centrally coincided with significant decentralisation of the education sector. Schools and rural districts were given more responsibility in planning and budgeting in order to enhance local ownership. An evaluation of the education reform found that the education sector lacked the capacity necessary to manage such a complex approach and that expectations regarding the school's ability to deliver were unrealistic.¹⁰⁰ This also showed that teacher development was limited and that teachers lacked motivation because the teaching profession had low social status, which has led to a high absence rate and underperformance. Moreover, political interference in teacher recruitment is challenging.¹⁰¹ The evaluation showed that while decentralisation had the aim of increasing local ownership, actual ownership had a weak position.

99 Joint Evaluation of Nepal's School Sector Reform Plan 2009–16 2016, p.5.

100 Ibid.

101 Joint Evaluation of Nepal's School Sector Reform Plan 2009–2016, p.4.

Capacity development has been challenging because of inadequate resources and a lack of priorities on the part of the central government. Local political realities and the impacts of the 2015 earthquake have further complicated the situation.

WHAT: Local management supported by donors

The education plan was developed by the Nepalese authorities with support from a number of bilateral and multilateral donors.

WHO:

The Nepalese authorities cooperate with and receive support from Australia, the Asia Development Bank, Denmark, the UK, the EU, Finland, Norway, the World Bank, Japan (JICA), UNICEF and the Global Partnership for Education (GPE).

HOW MUCH:

In the period from 2009 to 2016, Nepal received USD 154.4 million in support from the GPE. Norway contributed around 10 per cent of this. In addition, Norway has provided just over NOK 320 million in bilateral support to the education sector plan.

LESSONS LEARNED:

Even though the education plan has led to organisational changes and the development of school administration committees and parents' associations, these must be coordinated better at local level. When comprehensive reforms such as decentralisation are undertaken, it is vital to have good insight into the needs and capacity of those who are to implement the reforms locally. Having a group of strong actors that support the implementation of the education plan has been important. This includes the government, the UN, civil society organisations and other multilateral and bilateral donors. The group contributes to donor coordination and analysis of progress as well as rectifying weaknesses. Robust indicators in the education sector plan permit the measurement of progress in access to education.

SOURCES:

- > Development Portfolio Management Group (2015) Evaluation of Norwegian Multilateral Support to Basic Education: Nepal Case Study, Norad Evaluation Department Report 7/2015.
- > GFA Consulting Group, CEI, OSB, GVG & HDC (2016) Joint Evaluation of Nepal's School Sector Reform Plan Programme 2009-16, Final Report.
- > World Bank (2017) Nepal: School Sector Development Program for Results: Environmental and Social Systems Assessment.



Cooperation for the development of the rule of law



PHOTO: Petter Sandell

THE RULE OF LAW IS ESSENTIAL FOR SECURITY AND STABILITY

A state based on the rule of law is recognised by a well-developed and civilised judicial system where equality before the law and power sharing are of central importance. Equality before the law entails that the executive cannot intervene vis-à-vis citizens or pass judgment on them without authorisation sanctioned by the applicable legal rules. The rule of law gives predictability and legitimacy to the state's actions, strengthens its sovereignty and underpins its responsibilities toward its citizens. It is therefore vital to support institution building and capacity development according to the principles of rule of law and due process.

In many developing countries, capacity development of the rule of law has not been given priority. This leads among other things to corruption, state control of the judicial system,

and differing access to and treatment by the judicial system. In general, 80 per cent of the population in developing countries only have access to informal justice mechanisms for example, and as a rule, the situation is worse in fragile states.^{102 103}

Rule of law and the security sector is an arena where powerful interests often meet. This may be a sensitive topic for development cooperation, and different actors may have opposing views. For instance, it is vital to prevent powerful interests from exploiting a vacuum in the justice sector through control of the prosecuting authorities and judges.

¹⁰² UN Women, UNICEF and UNDP (2012) [Informal justice systems - charting a course for human rights-based engagement](#).

¹⁰³ See for example UNDP [Afghanistan brief](#).

WORKING METHODS AND PARTNERS

Norway has wide-ranging competence and a long tradition in supporting the rule of law, its principles and due process in developing countries. In the period 2011–2015, Norway supported part of the judicial chain in 76 countries both bilaterally and multilaterally. Thirty-eight Norwegian embassies include support for the rule of law among their strategic goals. The support includes:

- › police and security forces;
- › justice reform including the prison system;
- › reform of laws and the constitution;
- › transitional justice, including dialogue processes;
- › anti-corruption;
- › media and freedom of speech;
- › increased respect for the rule of law and human rights for all;
- › international legal processes and legislation.

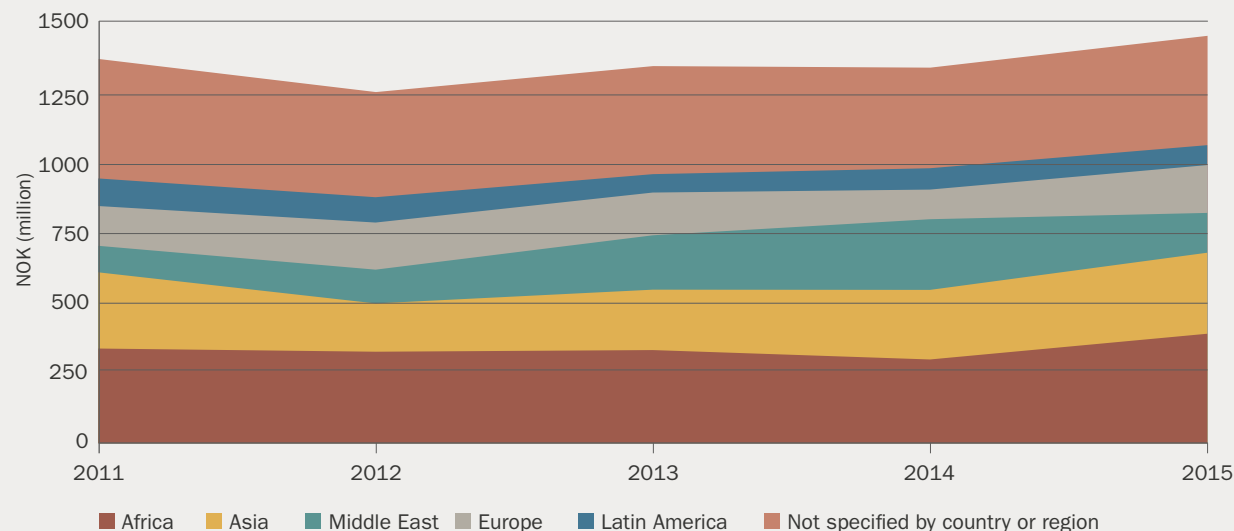
Norway contributes with personnel for UN operations and funding for programmes under the auspices of regional organisations and individual countries. In addition, Norway supports organisations that perform analysis and training related to the development of the rule of law and security sector reform.

Norway promotes the rule of law and its principles through cooperation with the public and private sector in developing countries and donor countries, international, local and Norwegian organisations as well as public-private partnerships. A number of Norwegian public sector partners contribute. Examples are the courts of law, the Norwegian Directorate for Civil Protection, the Ministry of Defence, the Norwegian Institute for Defence Studies, the Ministry of Justice and Public Security, the Norwegian Mediation Service in Oslo and Akershus, the Norwegian National Police Directorate, the Norwegian Police University College and a number of research institutes and universities.

WHAT NORWAY CONTRIBUTES TO: - RESULTS

Norway has supported police reform and the development of the security sector through the UN, and has sent personnel to UN operations in Haiti, Liberia and South Sudan. Read here about the results of the work of [UN's police forces in Haiti](#). Norway also supports police reform through the EU and Interpol.

FIGURE 17 // GEOGRAPHIC DISTRIBUTION OF AID TO PROMOTING THE RULE OF LAW



Bilateral (including multi-bilateral) aid related to promoting the rule of law *, by region 2011–2015. NOK (million). SOURCE: Norad
 *Defined as aid over DAC sector 151.30 - Legal and judicial development, 152.10 - Security system management and reform, 152.20 - Civilian peace-building, conflict prevention and resolution, 152.30 - Participation in international peacekeeping operations, 152.40 - Reintegration and SALW control and 160.63 - Narcotics control. Selected agreements are also included from the following sectors, based on keyword searches and qualitative evaluations: DAC sector 151.13 - Anti-corruption organisations and institutions, 151.53 - Media and free flow of information and 151.60 - Human rights.

WHERE:

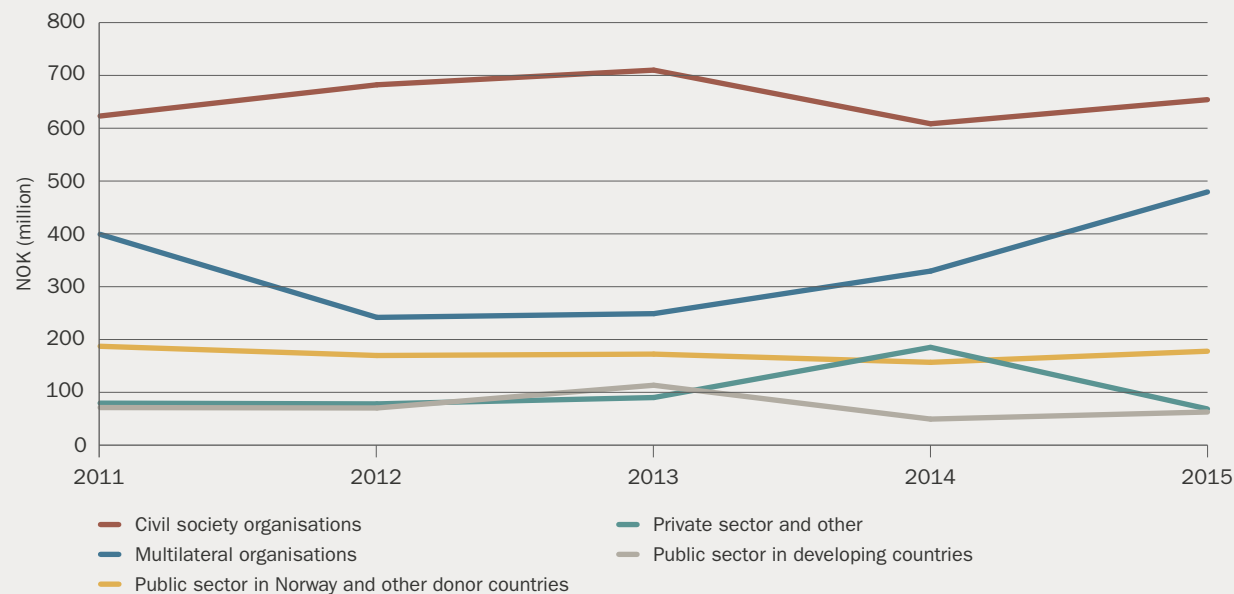
Most of the support for promoting the rule of law is focused on fragile states.¹⁰⁴ Africa and Asia were the regions that received the most support in the period 2011–2015, while 29 per cent of the support was not distributed by country or region, see Figure 17.

¹⁰⁴ OECD's vulnerability indicators 2016.

HOW MUCH:

In the period 2011–2015, support for promoting the rule of law has remained relatively stable at around NOK 1.4 billion annually. Civil society organisations are the largest partner group followed by multilateral organisations, see Figure 18.

FIGURE 18 // CIVIL SOCIETY ORGANISATIONS ARE IMPORTANT WATCHDOGS IN EFFORTS TO STRENGTHEN THE RULE OF LAW



Bilateral (including multi-bilateral) aid related to promoting the rule of law *, by channel. 2011–2015. NOK (million). SOURCE: Norad
*Defined as aid over DAC sector 151.30 - Legal and judicial development, 152.10 - Security system management and reform, 152.20 - Civilian peace-building, conflict prevention and resolution, 152.30 - Participation in international peacekeeping operations, 152.40 - Reintegration and SALW control Narcotics and 160.63 - control. Selected agreements are also included from the following sectors, based on keyword searches and qualitative evaluations: DAC sector 151.13 - Anti-corruption organisations and institutions, 151.53 - Media and free flow of information and 151.60 - Human rights.



Professionalising the police's approach to sexual abuse and domestic violence in Haiti

Capacity development of the police in Haiti has led to higher prioritisation of sexual crimes and domestic violence. A specialised investigation unit has also been established for sexual crimes.

WHY: Sexual abuse is a major challenge in Haiti

In Haiti, women are extremely vulnerable to sexual abuse and these problems increased in the wake of the earthquake in 2010.¹⁰⁵ Norway granted funding to a project intended to increase the capacity of Haiti's national police force to combat sexual crimes. There was a four-year time frame.¹⁰⁶ A specialised team was deployed to carry out the project.

¹⁰⁵ Norwegian Institute of International Affairs (NUPI). 2016. MINUSTAH's Specialized Police Team to Combat Sexual Violence in Haiti. Oslo: NUPI.

¹⁰⁶ Møller, Jon Christian (2016), Norwegian Police as Capacity Builders in Haiti – Experiences from a Specialized Police Team in the United Nations



From the opening of the last SGBV office in Jeremie in 2014. Both police and civilian representatives of the city were present. PHOTO: Peter Sandell

RESULTS: Increased focus on sexual abuse in police work

Through the project, a strategic approach to sexual abuse and domestic violence has been developed among senior police management, and a new specialised police unit has been established. In addition, 15 new police offices were opened that are earmarked for the investigation of sexual crimes and domestic violence. All ten administrative departments in Haiti now have access to such an office. An evaluation shows that 13 of the 15 offices are used as intended, and they are staffed by investigators that have completed a course on sexual crimes and domestic violence. The local police have received training in dealing with sexual crimes, and a specialised unit has been established. The project has also invited participants from the entire judicial chain to seminars in order to improve communication and cooperation.

It is difficult to assess whether the project has led to any change in the number of reported cases. Nevertheless, in one region the number of rapes registered almost doubled from 2012 to 2015. In this district, a large number of police investigators have been trained and a so-called ‘One-Stop Centre’ established where victims can meet doctors and police in the same premises. These

premises are integrated in a gynaecological wing at the region’s largest hospital.¹⁰⁷ The increase is assumed to be related to improved interventions for those who have been the victims of abuse rather than to an increase in the number of rapes. Moreover, it may indicate greater trust in the police and that cases are followed up.

WHAT: Training and coordination

The first phase of the project from 2010 to 2014 focused on the basic level in Haiti’s national police force. Altogether 1 191 police officers underwent a two-week course in dealing with sexual crimes and domestic violence. This corresponded to around nine per cent of the employees.¹⁰⁸ The courses were held by instructors from the police academy and investigation departments who had been given prior training as instructors. Among the participants were patrolling officers, special investigators and heads of police.

Part two of the project will end in 2018 and focuses on the specialist level and senior police management. Haiti’s national police force has developed a strategic plan and action

¹⁰⁷ Møller, Jon Christian (2016), *Norsk politi som kapasitetsbyggere i Haiti* (Norwegian Police as Capacity Builders in Haiti - Experiences from a Specialized Police Team in the United Nations).

¹⁰⁸ NUPI 2016.

plans for how the police will deal with these type of cases. The project has also prompted management in Haiti’s national police force to establish a dedicated specialised investigation unit for sexual crimes.

The project has organised seminars for participants from the entire judicial system. This has resulted in better coordination between the police, the prosecution authorities and judges. A lack of cooperation has been a stumbling block in the Haitian judicial system.

The specialised team and the Haitian police have carried out all the work jointly, with emphasis on identifying and analysing the host country’s needs. Priority has been given to interventions that will be sustainable after the UN withdraws from Haiti.

The Ministry of Foreign Affairs set a precondition that Norway would contribute via a team model, which was an innovation that met resistance in the UN at the time, but that has now proved to be an exemplary model. The team consisted of police from Norway and other countries. The point of departure was that in a peacekeeping operation, a specialised police team with its own resources would have better implementation capability. This was – and

is – a strong contrast to what is usual for the UN when deploying police personnel abroad. Officers are deployed as part of a national contingent but must apply individually, and are therefore seconded as individual officers.

WHO: The Norwegian National Police Directorate in cooperation with other countries' police forces

The project is fully financed by the Norwegian Ministry of Foreign Affairs while the National Police Directorate was responsible for implementation. All Norwegian team members from 2010 were international police advisers selected by the National Police Directorate.

HOW MUCH:

The first phase had a budget of NOK 10 million. The second phase up to 2018 has a budget of around NOK 5.5 million.

LESSONS LEARNED: A specialised team and analysis of local needs are vital

The most important lesson learned has been the significance of adhering to the principle of local ownership and involvement. The project has put strong emphasis on identifying and analysing Haiti's needs, and as far as possible has prioritised interventions that will be sustainable after the UN's peacekeeping forces and the team withdraw from Haiti.

As far as the Norwegian National Police Directorate is concerned, direct access to its own budget has been vital in the systematic planning and follow-up of results. The Directorate regards the deployment of a specialised police team as an important part of future capacity development in partner countries.

SOURCES:

- > Møller, Jon Christian (2016), Norsk politi som kapasitetsbyggere i Haiti – erfaringer fra et spesialisert polititeam i FN (Norwegian police as capacity builders in Haiti – the experiences of a specialised UN police team) 2016. Rena: Hedmark University of Applied Sciences.
- > Norwegian Institute of International Affairs (NUPI) 2016. MINUSTAH's Specialized Police Team to Combat Sexual Violence in Haiti. Oslo: NUPI.
- > SGBV Team. MINUSTAH Police Component Project 19 and 20. Final report 2010-2015. Norwegian funded project to address Sexual and Gender Based Violence in Haiti. MINUSTAH: 2016.



GENDER EQUALITY IS VITAL FOR DEVELOPMENT AND STABILITY

Human rights deal with giving both women and men rights and opportunities to realise their own potential and to contribute to social development. Global overviews such as the [Global Gender Gap](#) and the [Gender Equality Index](#) show that women and girls are worse off than men and boys in many areas in most countries.

Gender equality is important as a goal in itself as well as being an instrument for development and stability. A greater number of women in the labour force promotes economic growth.¹⁰⁹ Gender equality helps to even out differences and social disparities as well as providing

stability in society.^{110 111} The Sustainable Development Goals include a separate goal – SDG 5 – on achieving gender equality and strengthening the rights of women and girls. Gender equality is also [integrated in most other goals](#).

WORKING METHODS AND PARTNERS:

Norway's efforts to promote women's rights and gender equality by means of development and foreign policy began a long time ago and have included normative work in multilateral institutions, political dialogue with partner country authorities and support for specific interventions. In addition, respect for women's rights and gender equality are integrated in other measures.

Norway has long experience as a driver of gender equality and human rights in global gender equality efforts as well as having a gender equality policy that gives results on the national level. This gives legitimacy, and Norway's experience is sought after by countries who wish to learn from this. In 2017, Norway established a new programme within bilateral technical cooperation, LIKE – Gender equality for development. Through twinning at the public authority level, Norway will share experience and knowledge of gender equality. Country programmes in partner countries will be based on their own objectives and needs. This will be a long-term commitment, but initially the programme period will extend from 2017 to 2021.

109 St.meld. 7 (2015–2016) Likestilling i praksis – Like muligheter for kvinner og menn (Gender equality in practice – same opportunities for women and men). [UN Women: Facts and Figures](#): Economic Empowerment: The Global Gender Gap Report 2015, World Economic Forum.

110 The Nordic model as presented in Davos in 2011: Democracy and Gender Equality: The Role of the UN:

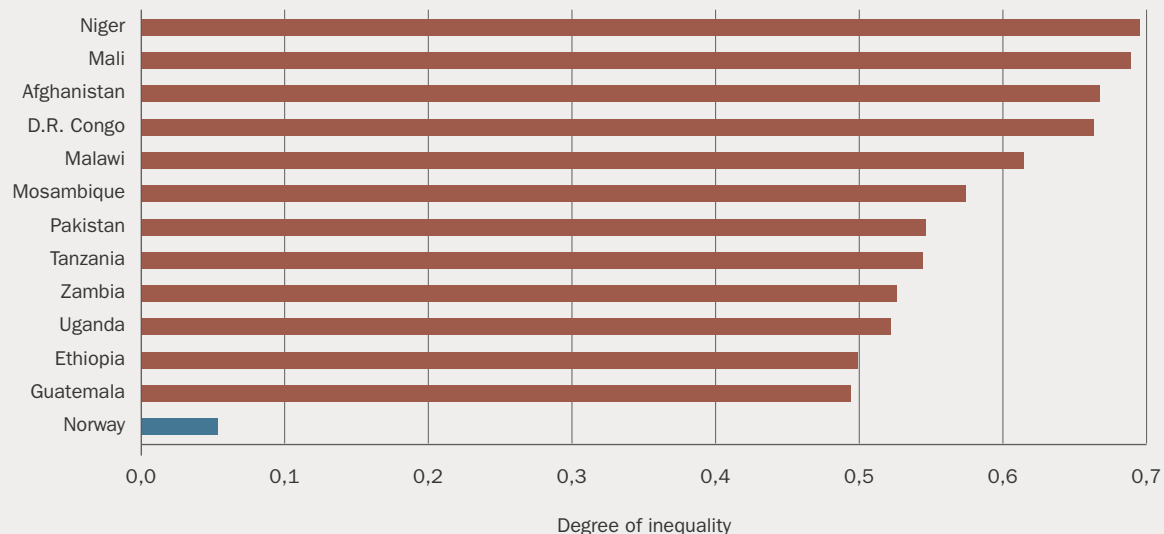
111 A report from V-Dem documents experiences over 112 years showing that countries with gender equality have swifter democratic development and greater stability in society – compared with countries without gender equality.

WHAT NORWAY CONTRIBUTES TO:

[Norad's 2015 Results Report](#) dealt with women's rights and gender equality, and provided a broad overview of Norway's efforts in the area and the subsequent results.

LIKE's objective is to strengthen the authorities' capacity to develop and implement integrated policies and legislation for gender equality. LIKE will help to strengthen the authorities' ability to even out differences between women and men, girls and boys, in line with the Sustainable Development Goals and the 'Leave no one behind' principle.

FIGURE 19 // GENDER INEQUALITY



Scale from 0 to 1 where the higher the value, the greater the level of gender inequality. The twelve countries that received most Norwegian aid primarily targeting women and gender equality in the period 2012–2016, according to the Gender Equality Index in 2015. Norway is included for reference. SOURCE: UNDP



Women stand for election in Nepal's first local election for 20 years

Training of the local population and the inclusion of marginalised groups in local democracy have promoted the candidacy of more women and people from marginalised groups in local elections in 2017.

WHY: Exclusion is a challenge to democracy

Local elections have not been held for 20 years, and 15 years have passed since Nepal last elected local representatives. The first phase of the local elections was implemented in May 2017. Two subsequent rounds were held in June and September. The exclusion of women and marginalised groups constitutes one of the major challenges to inclusive democracy and development in Nepal. The country's new 2015 constitution guarantees the inclusion of 40 per cent women in local councils and 20 per cent of elected local representatives in local units must be women



Schoolgirl with mother and grandmother in Nikani village, Dadeldhura District, west of Nepal. The girl is learning to read and write, something the older women did not get the opportunity to learn. PHOTO: Marte Lid

from the Dalit group.¹¹² Dalits are under-represented in political office and are often discriminated against in society.

RESULTS: Changes in regulation of local elections and more women on municipal councils

A programme headed by UNDP has promoted increased mobilisation of the local community through training in planning, decision-making and accountability as a preparation for participation in local elections. The programme has contributed to the establishment of over 40 000 local groups and centres for local participation.¹¹³ This has involved over one million people, with the share of women amounting to almost 50 per cent. A third of these people come from the most marginalised groups, and here the share of women is much higher: almost 90 per cent. According to UNDP, this social mobilisation can be regarded as a quiet revolution.¹¹⁴

Participation in the groups has provided experience of taking part in planning processes and the allocation of funds, and taking responsibility and running as a candidate in the 2017 local elections. Following the second phase of

¹¹² From the [International Dalit solidarity network](#).

¹¹³ These are called Ward Citizen Forums (WCF) and Citizen Awareness Centers (CAC).

¹¹⁴ [LGCDP newsletter Jan – June 2016](#).

the local election in 2017 (six out of seven provinces) altogether 8 415 participants from the local groups were elected to public office. Their influence will depend on the extent to which they live up to the role and play an active part. The elected representatives will take part in local executive, legislative and judicial bodies. Legislation also requires that there must be a 50 per cent share of female candidates from parties in local elections for the positions of mayor and deputy mayor on the municipal council. In many cases, women are elected as deputy mayors since the office of mayor most often goes to men. This has had the unexpected effect that women will head altogether 92 per cent of the local courts of law because this position is reserved for deputy mayors.¹¹⁵

The election commission was responsible for submitting proposals on changes to the statutory framework after the adoption of the new constitution. The commission examined the legislation for local councils in order to make future elections more inclusive. Based on support from Norway and other donors, the commission prepared an inclusion strategy and action plan for the integration of women and

¹¹⁵ It emerges that women have primarily been elected via quota regulation rather than in actual competition with men for senior management positions.

marginalised groups.¹¹⁶ The new electoral legislation entails a separate voting category for both women and Dalit women so that at least two out of five representatives in each local unit are women.

The election commission has also established a separate unit with responsibility for following up the action plan and reporting on this. Moreover, the commission has bolstered its competence in other areas, for example by using digital mapping to make a survey of voters. Since support to the election commission started, four million voters have been registered. The election commission requires political parties to deliver audit reports. Those who do not do so may forfeit their registration.

WHAT: Development of legislation, capacity development of the election commission and voters

Since 2002, Norway has promoted the development of election legislation and capacity development of Nepal's election commission via various partners. Norway has channelled support through a large multi-donor programme for governance and development at local level since

¹¹⁶ Gender and Social Inclusion (GESI) strategy.

2008,¹¹⁷ Nepal's Ministry of Federal Affairs and Local Development heads the programme, which focuses on efficient service delivery, local development and the empowerment of local society.

Since 2013, Norway has contributed to a UNDP programme for long-term capacity development of the election commission, support to the implementation of elections and training of voters.¹¹⁸ For example, courses have been held for voters to enhance understanding of democratic processes and elections, in addition to training candidates.¹¹⁹ A key feature of the project is to make provision for greater participation by women and marginalised groups in the election process. Particular attention has been devoted to persuading voters belonging to marginal groups to register, and to provide them with training. Voters have received training in completing ballot papers correctly so as to increase the number of valid votes. People with disabilities have received adapted training. Teachers and students have also received training in how to disseminate

knowledge. In order to reach more people, TV and radio broadcasts have been used as a channel for training voters.

WHO:

In addition to support from Norway, the UNDP programme receives support from Denmark, the EU, DFID and Switzerland. The International Foundation for Electoral Systems (IFES) and the Institute for Democracy and Electoral Assistance (IDEA) have also assisted with training.

HOW MUCH:

In the period 2013–2017, Norway has contributed NOK 115.5 million. Norway's share of the total budget is around 21 per cent.

SOURCES:

- > [LGCDP newsletter Jan – June 2016.](#)
- > Reports from the Local Governance and Community Development Programme, LGCDP
- > The Electoral Support Project- Phase II (ESP), [More women on the political frontlines.](#)

¹¹⁷ Local Governance and Community Development Programme (LGCDP).

¹¹⁸ Electoral Support Project II.

¹¹⁹ BRIDGE-Building Resources in Democracy, Governance and Elections.

3

Statistics

Governance affect the results from capacity development. In this chapter we present statistics on Norwegian development aid and data on quality of governance in countries that receive aid from Norway.

This chapter consists of two parts. The first presents the quality of governance and the quality of public administration in countries that receive development aid from Norway. The second provides a general overview of Norwegian development aid, since capacity development is important in all aid. Part 2 also provides statistics on specific thematic areas where Norway works on capacity development.

Capacity development is often an integrated element in projects and programmes, and has different content in different sectors, making it challenging to map and quantify capacity development in development aid statistics. Therefore, no comprehensive overview of Norwegian support to capacity development in the public sector is presented.



Capacity development
is often mainstreamed in
projects and programmes

GOVERNANCE AND CAPACITY IN THE PUBLIC SECTOR IN PARTNER COUNTRIES

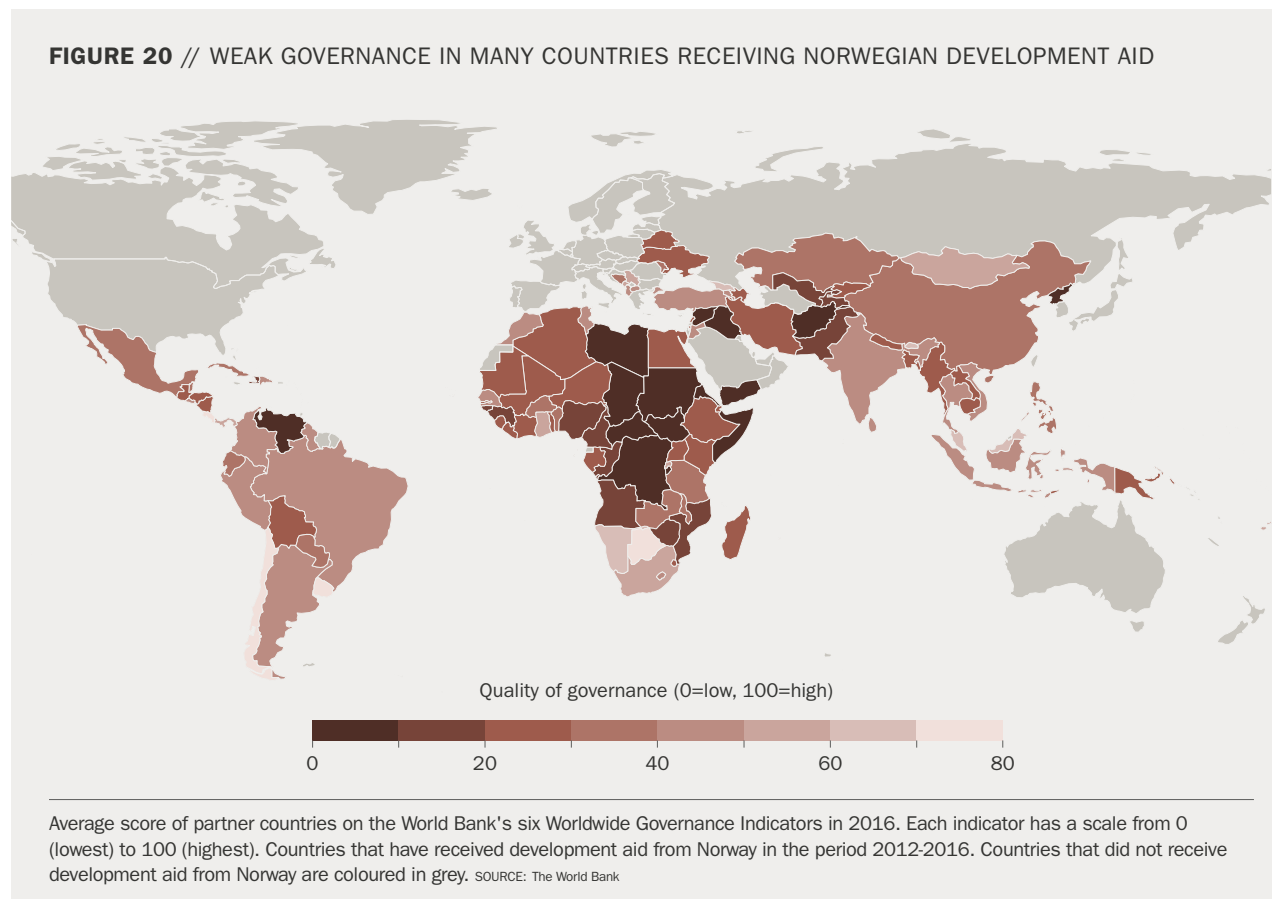
The World Bank's [Worldwide Governance Indicators](#) (WGI) measure the quality of a country's governance. WGI comprises six indicators that make it possible to compare countries over time. The indicators are well suited to mapping capacity in the public sector in countries receiving development aid from Norway. The indicators measure the quality of governance along six dimensions:

1. Voice and accountability: the extent to which a country's citizens can take part in government elections, the degree of freedom of speech, freedom of association and free media.
2. Political stability: the likelihood that the government can be destabilised or overthrown by use of non-conventional or violent means, including politically motivated violence and terrorism.
3. Government effectiveness: the quality of public sector services, the degree of political independence in service provision, the quality of political decisions and the ability to implement them.
4. Regulatory quality: the authorities' ability to formulate and implement policy decisions and regulations that govern authorisations and pave the way for the development of the private sector.
5. Rule of law: the extent to which societal rules are observed, particularly the degree of compliance when contracts have been entered into, right of ownership, trust in the police and courts of law as well as the likelihood of criminal activity and violence.
6. Control of corruption: the degree to which official power is exercised for private profit in the case of both major and minor forms of corruption as well as the degree of control of the authorities held by elite groups and private interests.

Figure 20 shows the quality of governance in countries receiving aid from Norway distributed by country in the period 2012–2016. The colour coding shows the average score of partner countries on the six governance indicators in 2016. Even though each of the indicators has a scale from 0 to 100, the highest value on the colour scale is 80. This is because none of the partner countries has a higher average score than 80 on the six governance indicators. By way of comparison, Norway has a score of 99 out of 100 on the scale.

Norway provides a considerable amount of development aid to countries with weak governance. Altogether 97 per cent of Norwegian aid distributed by country in the period 2012–2016 went to 100 countries with an average score of under 50 on the governance indicators. Countries with an average score of below 10 received 24 per cent of Norwegian aid distributed by country during that period. Most of the 15 recipient countries with an average score of below 10 are located in Africa.

There are substantial differences in the quality of governance in the twelve countries that received most Norwegian aid in the period 2012–2016. Brazil is an important partner in the government's climate and forest initiative, and has the highest score with an average of 46. Tanzania, Malawi, Uganda, Nepal, Ethiopia and Mozambique are poor countries facing development challenges.



As regards quality of governance, these countries have an average score of from 21 to 36. Countries affected by conflict and fragility¹²⁰ score lowest on quality of governance. Afghanistan, South Sudan, Syria and Somalia have an average

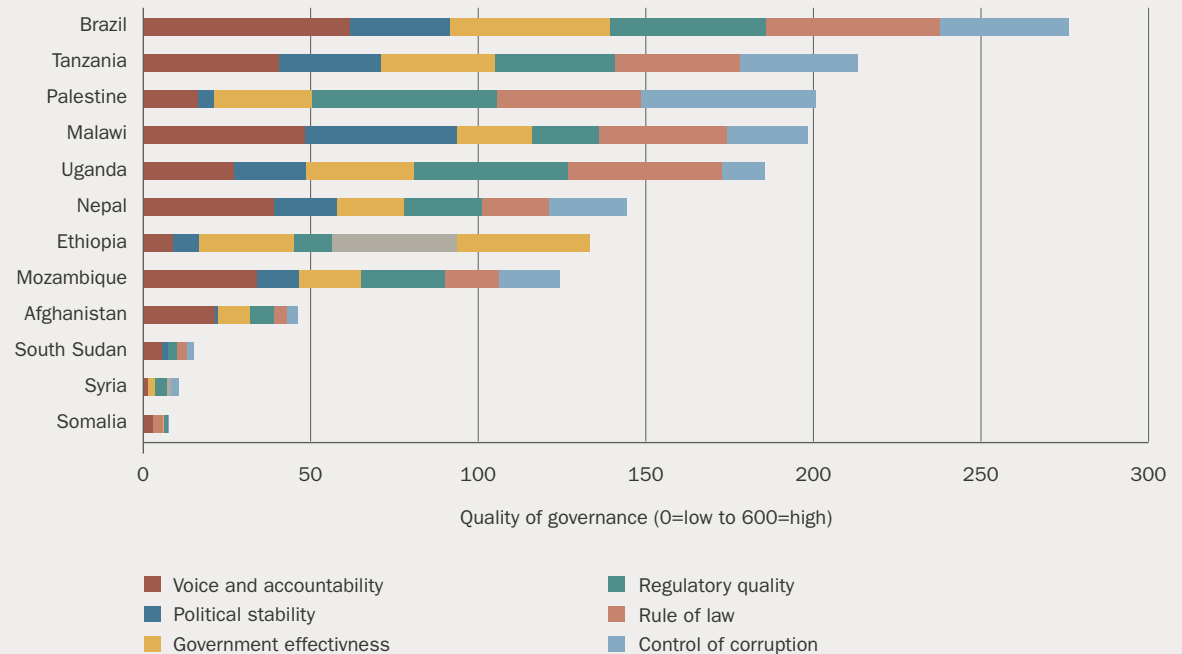
score of 8, 3, 2 and 1, respectively. Palestine, with an average score of 33, is an exception. Please read more about special challenges to capacity development in fragile states in [Part 1](#).

¹²⁰ This is based on the OECD's definition of fragility. Fragility is seen as a combination of heightened exposure to risk and the public authorities' ability to deal with these risks.

Figure 21 shows the overall score on the six governance indicators of the twelve countries that received most Norwegian development aid in the period 2012–2016. Each of the indicators has a scale from 0 to 100 and measures different aspects of the country's governance. The scale therefore goes from 0 to 600. Most countries score fairly evenly on the various indicators, meaning that there are no great qualitative differences in the various aspects of a country's governance. Afghanistan and Palestine are countries that stand out since they have significantly lower scores on political stability than the other indicators.

Of the six governance indicators, *government effectiveness* is particularly relevant in assessing partner countries' capacity in the public sector. This indicator measures quality in public sector services, the degree of political independence in service provision, the quality of political decisions and the ability to implement policy decisions.

FIGURE 21 // QUALITY OF GOVERNANCE IN THE 12 LARGEST RECIPIENT COUNTRIES OF NORWEGIAN AID



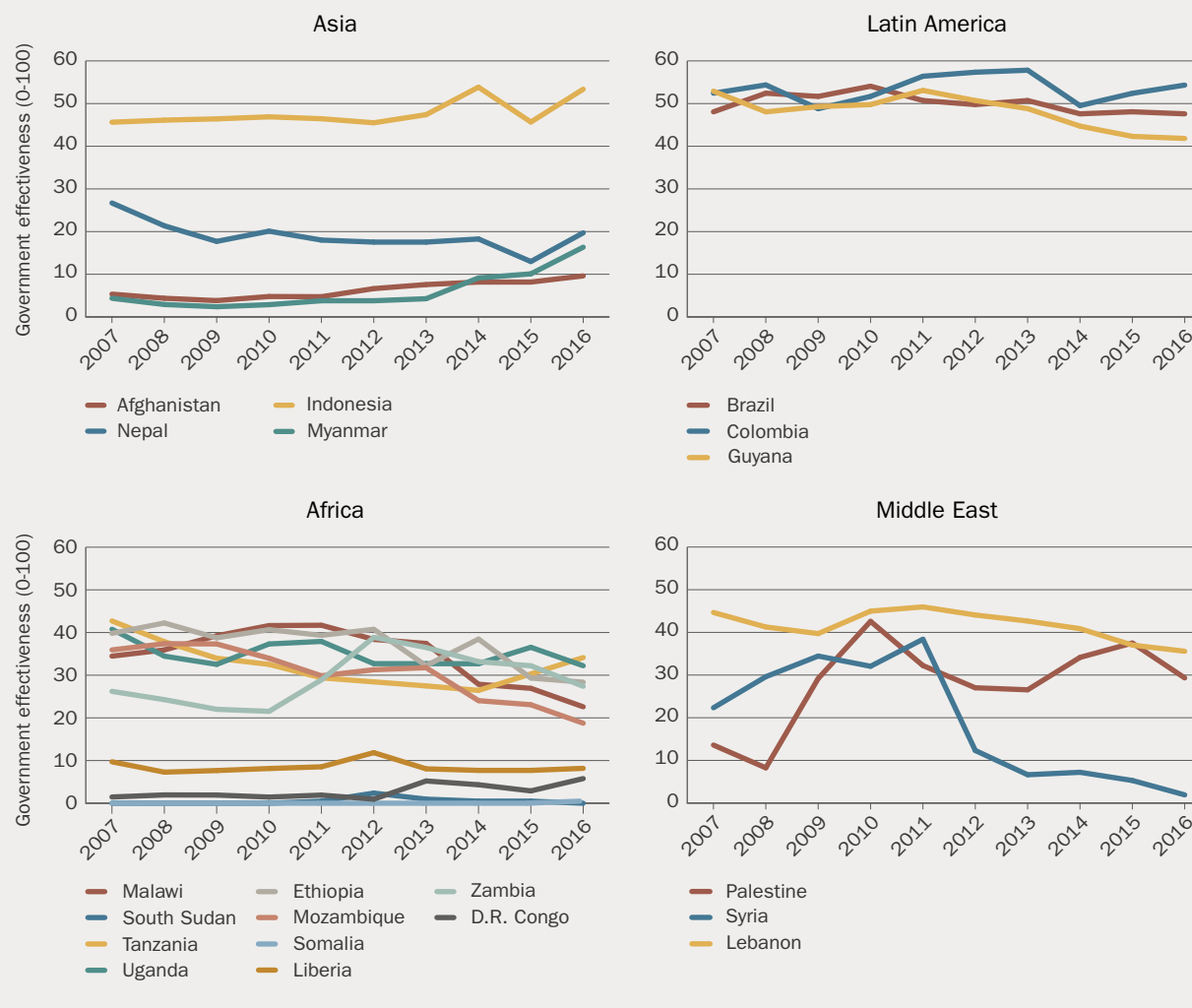
Overall score in 2016 on the World Bank's six Worldwide Governance Indicators. Each indicator has a scale from 0 (lowest) to 100 (highest). Total scale from 0 to 600. 12 largest recipient countries of Norwegian development aid 2012-2016. SOURCE: World Bank

Figure 22 shows government effectiveness in the last ten years in countries that in the period 2012–2016 have jointly received more than NOK 1 billion in Norwegian development aid. In addition, Guyana and Colombia are included in order to permit the comparison of several countries in Latin America. These are the largest partner countries in Latin America after Brazil. Guyana is a key partner in the forest initiative and Norway has a wide-ranging peacekeeping commitment in Colombia.

As the figure shows, the three Latin American countries and Indonesia have the highest score for government effectiveness. They have a relatively stable score of around 50 with the exception of Guyana which has shown a modest decline in recent years.

Fragile states score lowest on government effectiveness. This applies to Liberia, the Democratic Republic of Congo, South Sudan, Somalia, Afghanistan and Myanmar. In Africa, there is a pronounced difference in government effectiveness between countries involved in or withdrawing from conflict and other countries. In Syria, government effectiveness following the outbreak of hostilities in 2011 fell from 38 to 2 in 2016, and Lebanon has experienced a modest reduction in the same period. Government effectiveness is greater in Palestine than in other fragile states.

FIGURE 22 // GOVERNMENT EFFECTIVENESS IN IMPORTANT PARTNER COUNTRIES OF NORWEGIAN AID



Government effectiveness is one of the indicators in the World Bank's Worldwide Governance Indicators (WGI). The scale is from 0 (weakest) to 100 (strongest). The figure presents countries that have received more than one billion NOK in aid from Norway in the period 2012-2016, in addition to Colombia and Guyana. SOURCE: World Bank

Syria and Palestine have shown the greatest variation in government effectiveness in the ten-year period. Of the sub-Saharan countries, Ethiopia, Mozambique, Uganda and Malawi have suffered a modest decline. Of the countries with least government effectiveness, Myanmar in particular has exhibited gradual improvement in recent years.

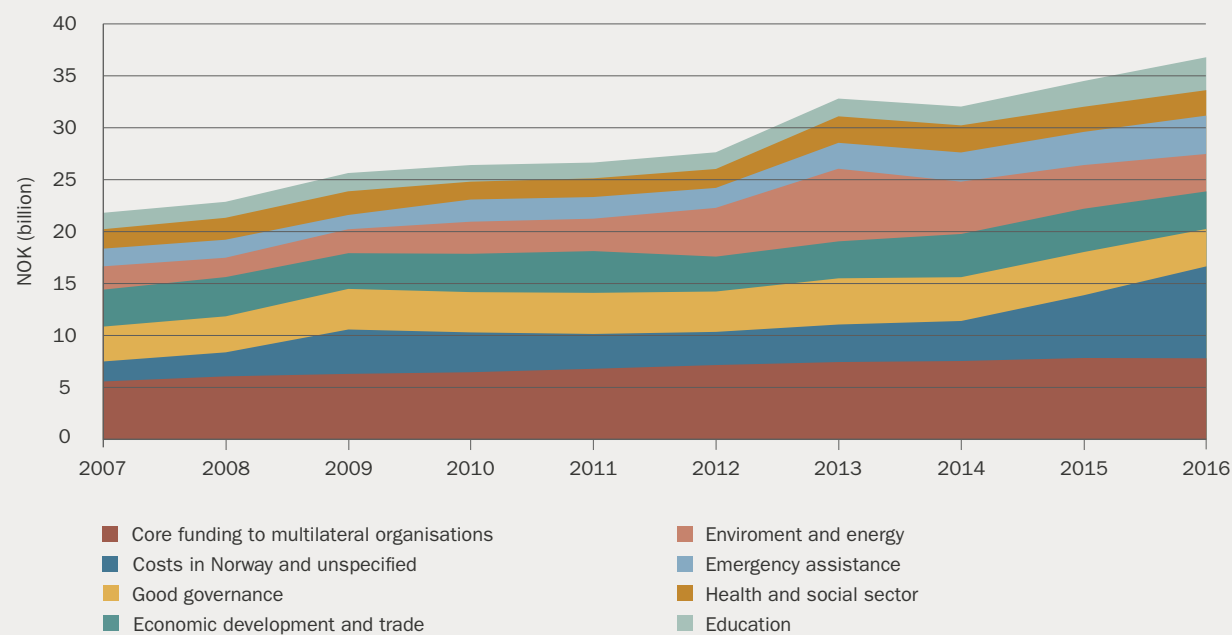
NORWEGIAN DEVELOPMENT AID STATISTICS

The report shows that capacity development is important in a variety of sectors. Part 2 contains statistics on different thematic areas in which Norway works on capacity development. In this part, we present an overview of Norwegian aid across thematic areas.

Earlier reports estimate that aid to capacity development represents at least 20 per cent of Norwegian development aid.¹²¹ There is no general statistical overview of capacity development in Norwegian aid. In the aid statistics, there is no marker or category identifying support to capacity development. Even though a range of programmes presented in Part 2 have a special focus on this, such as Oil for Development, Tax for Development, Fish for Development and Clean Energy, capacity development is often integrated in projects and programmes. In addition, it is an activity with varying content depending on the sector.

121. Norad (2015) Evaluation of Norwegian support to capacity development. Norad, Results Report 2010.

FIGURE 23 // THE CLIMATE AND FOREST INITIATIVE AND THE SITUATION IN THE MIDDLE EAST ARE REFLECTED IN THE STATISTICS



Total aid by sector group for the period 2007-2016. NOK (billion). SOURCE: Norad

THEMATIC FOCUS IN NORWEGIAN DEVELOPMENT AID

Total Norwegian development aid in the last decade has risen from NOK 21.8 billion in 2007 to NOK 36.8 billion in 2016. Figure 23 shows the distribution in the period by thematic area. In order to show the total amount of development aid, core funding to multilateral organisations is included. This entails direct support to

organisations that is not earmarked by specific themes or geographical areas.

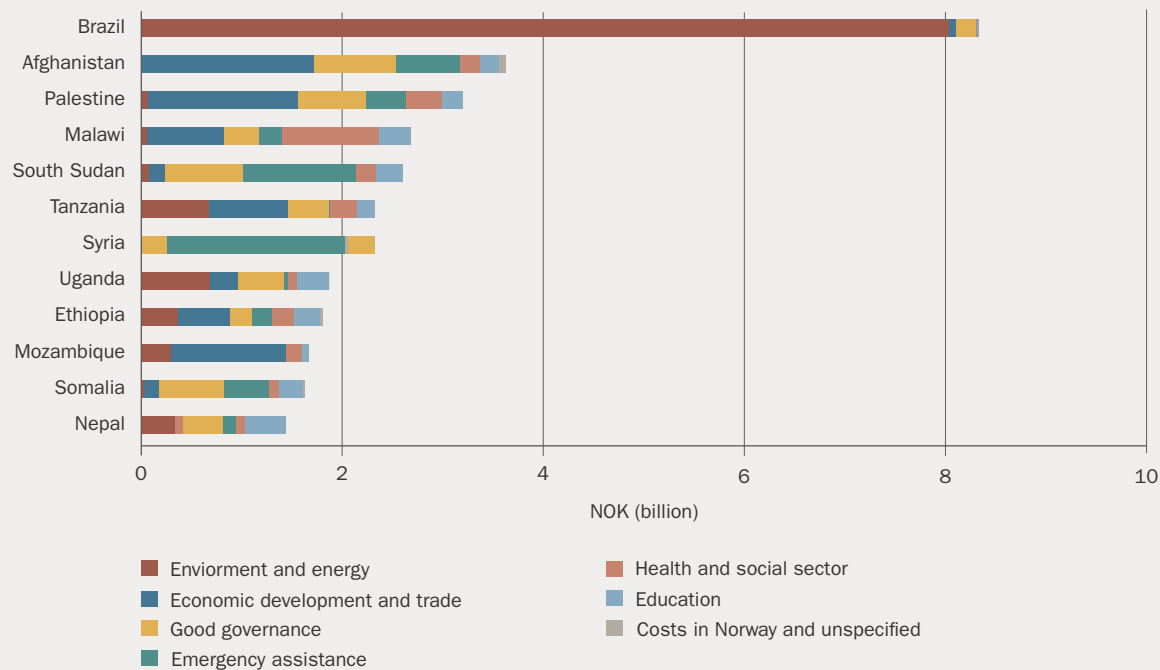
The thematic approach of Norwegian development aid demonstrates a considerable degree of continuity. The most pronounced change in thematic prioritisation occurred with the start-up of the climate and forest initiative in spring 2008. Since then, this has represented a

significant area of commitment in Norwegian aid. The large increase in 2013 was due to an extraordinary disbursement of NOK 3.9 billion to the Amazon fund. NOK 2.9 billion of this payment had been granted over earlier national budgets, but was first disbursed in 2013.

The global situation influences the thematic focus of Norwegian development aid. Examples of this are an increased need for emergency assistance and higher refugee-related costs. In the period 2012–2016, ODA approved support to refugees in Norway rose from NOK 1.8 billion to NOK 6.7 billion, which had a great impact on the sector group: Donor costs and unspecified.

Figure 24 shows the thematic focus in Norwegian aid distributed by country in the twelve largest partner countries in the period 2012–2016. Brazil has been the largest recipient of Norwegian aid distributed by country over the last five years, most of which stems from the climate and forest initiative. Afghanistan, Palestine, South Sudan, Syria and Somalia are countries affected by conflict and fragility. In Syria, Norway mainly provides emergency assistance to refugees. Norway contributes to economic development and good governance in Afghanistan and Palestine, and gives most support to emergency assistance and good governance in South Sudan and Somalia. Norway has been

FIGURE 24 // DISTRIBUTION BY SECTOR OF NORWEGIAN DEVELOPMENT AID TO THE TWELVE LARGEST PARTNER COUNTRIES



The twelve largest recipient countries of Norwegian aid specified by country, distributed by sector. Total 2012-2016. NOK (billion). SOURCE: Norad

involved for a long period in Malawi, Tanzania, Uganda, Ethiopia, Mozambique and Nepal, and provides support in several thematic areas to these countries.

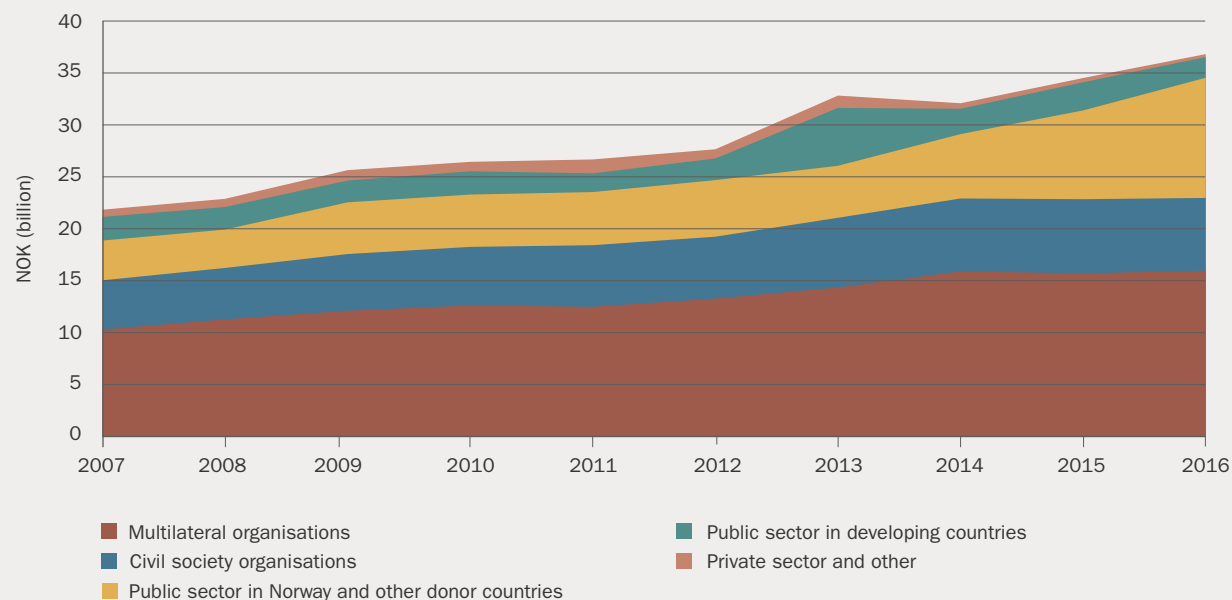
PARTNER COUNTRIES IN NORWEGIAN DEVELOPMENT AID

Norwegian development aid is channelled through different types of partners. In the period 2012–2016, altogether 46 per cent was channelled through multilateral organisations, and this share has remained relatively stable over time. Approximately half of the multilateral aid is earmarked for specific topics or geographical areas, and the other half is given as core funding. Multilateral organisations are heavily involved in all topics and are the largest partner group in support to health, education and economic development and trade. In recent years, the UN, the World Bank and the regional development banks have been supplemented by thematic funds within health, education and environment.

Civil society organisations are important partners in several thematic areas. They comprise the largest partner group in emergency assistance and support for good governance. Altogether 21 per cent of Norwegian development aid was channelled through civil society organisations in the period 2012–2016. The share of development aid channelled through these organisations has remained relatively stable over time, and is somewhat higher than the average for OECD/DAC countries.¹²²

¹²² For more information about Norwegian aid to civil society, see: Norad's Results Report 2016: Civil society.

FIGURE 25 // MORE THAN 40 PER CENT OF NORWEGIAN AID IS CHANNELLED THROUGH MULTILATERAL ORGANISATIONS



Total aid in the period 2007-2016. NOK (billion). SOURCE: Norad

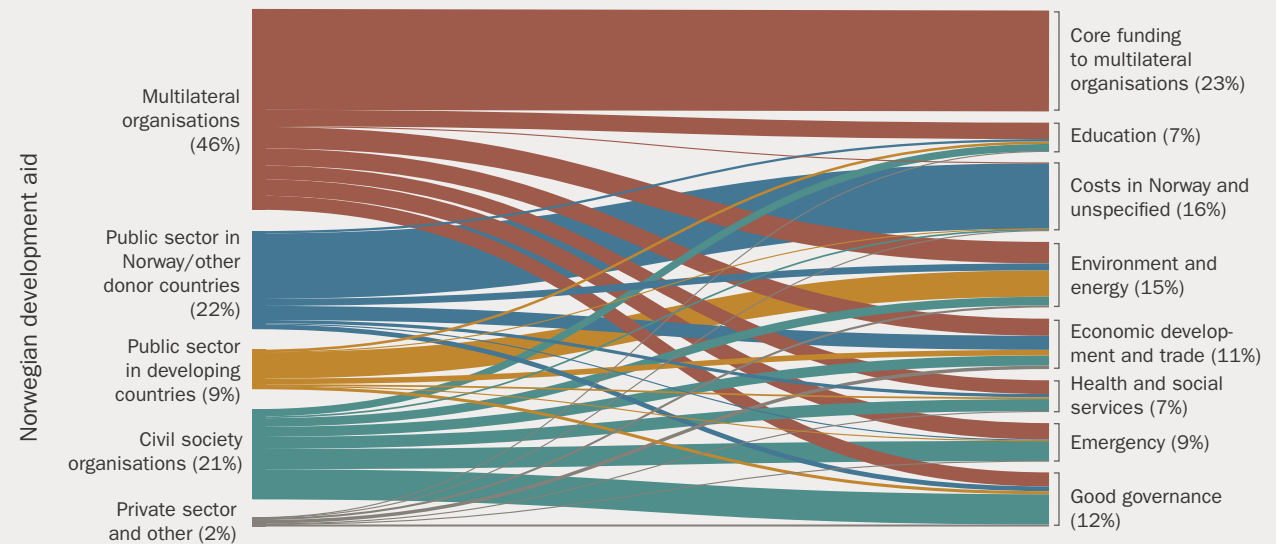
Entering into agreements directly with the public sector in partner countries has declined in the last decade. Since 2007, this type of aid has been halved from ten per cent to five per cent of overall Norwegian development aid. This is clearest in the major initiatives for health and education where money is increasingly channelled through global funds. The public sector in partner countries is the largest channel for development aid to environment and energy. This is mainly attributable

to support to the Amazon fund, which is managed by the Brazilian development bank BNDES and twinning in the energy area.

The Norwegian public sector encompasses refugee-related costs and the administrative costs of development aid in addition to the financing of Norwegian twinning with similar institutions in developing countries. Norfund is also included in this category from and including

2014 because the annual transfer from the Ministry of Foreign Affairs to Norfund is included in development aid statistics instead of being included in Norfund's current investments. In recent years, the annual transfer to Norfund has been just under NOK 1.5 billion, and is included in total in the sector group: Economic development and trade, even though Norfund also invests in other sectors. A large part of Norfund's investment portfolio is devoted to environment and energy. Only one per cent of Norwegian development aid is channelled through the public sector in other donor countries.

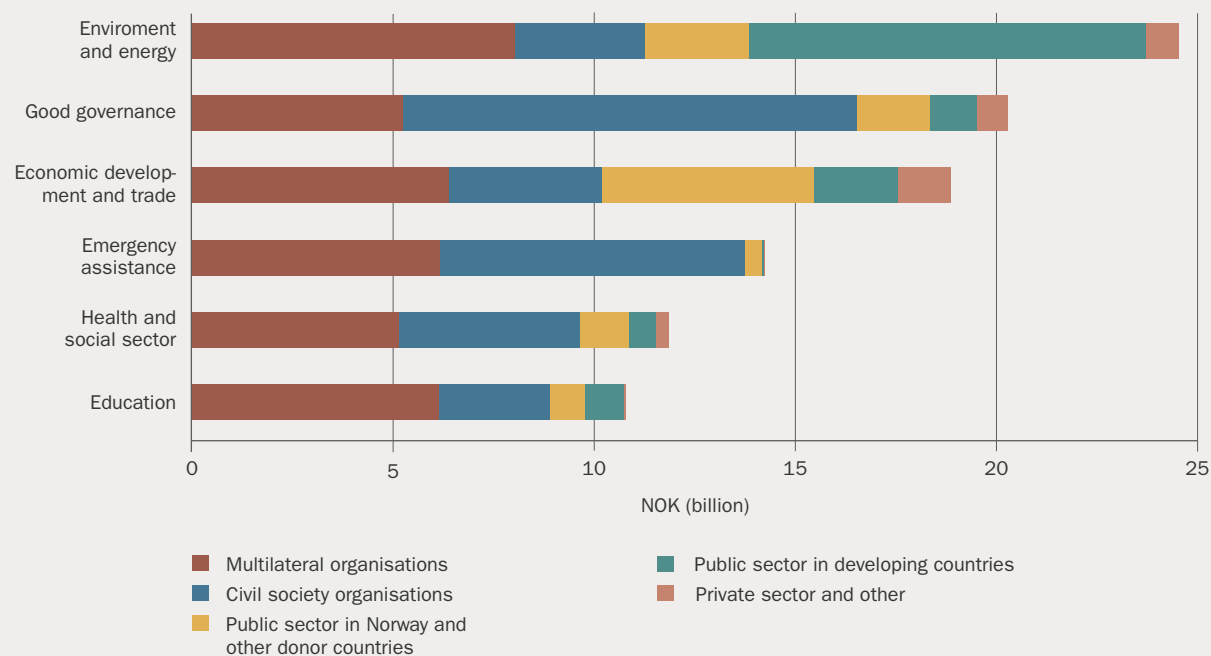
FIGURE 26 // NORWEGIAN DEVELOPMENT AID IS CHANNELLED THROUGH DIFFERENT PARTNERS



Total aid according to partner- and sector groups in the period 2012-2016. Total aid 2012-2016: 164 billion NOK. SOURCE: Norad

The private sector and others represent a relatively small partner group in Norwegian development aid. In the period 2012–2016, two per cent of Norwegian aid was channelled through the private sector and others. As a result of changes in compiling statistics through Norfund from and including 2014, it appears as if there has been a reduction in private sector aid. The reason for this is that Norfund's contract partners, who are mainly private sector actors, are no longer included in the aid statistics.

FIGURE 27 // NORWAY'S PARTNERS IN DEVELOPMENT AID ARE INVOLVED IN MANY SECTORS



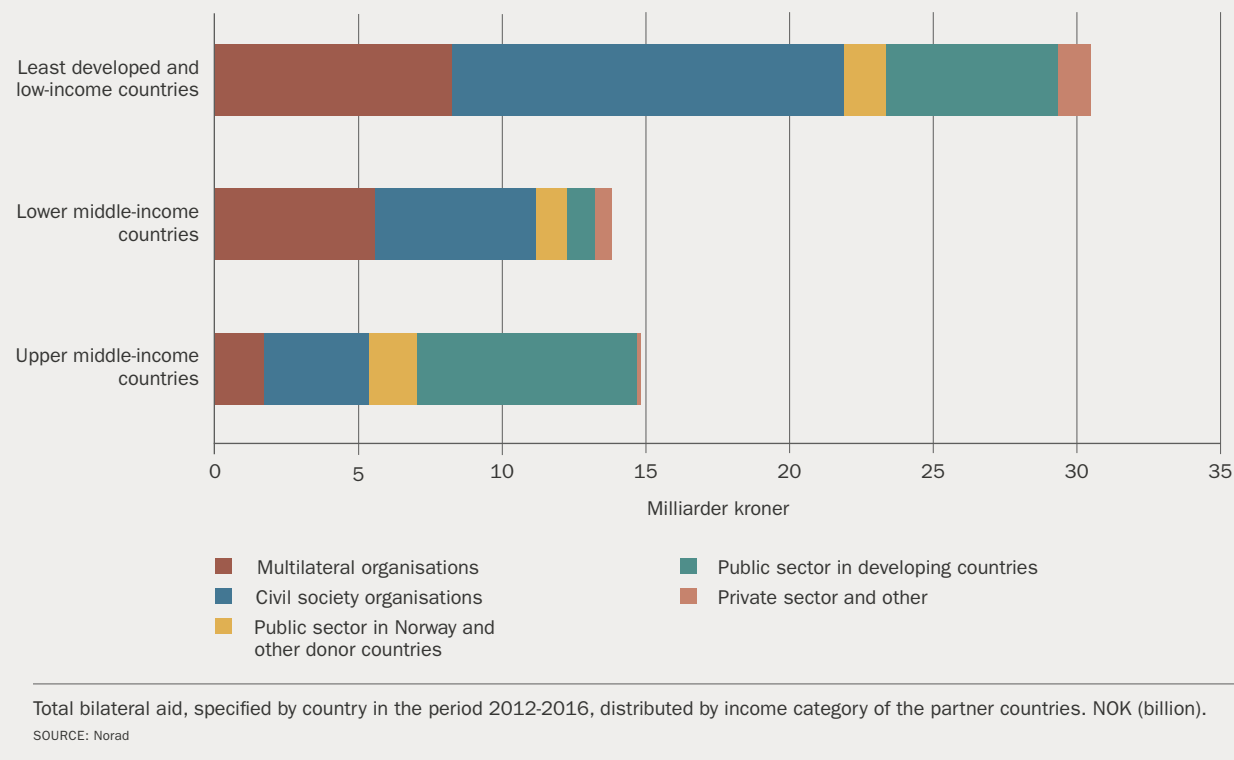
Total bilateral aid (including multi-bilateral) in the period 2012-2016, distributed by sector group (excluding costs in Norway and unspecified) and partner group. Nok (billion). Total: 2012-2016 101 billion NOK. SOURCE: Norad

Figure 28 provides an overview of partner groups in Norwegian development aid distributed by partner countries' income category. The overview applies to aid distributed by country, which constitutes 36 per cent of Norwegian aid in the period.

Multilateral organisations and civil society organisations are major partners in the lowest two income categories, but represent a somewhat smaller share of the higher middle-income countries. The large share to the public sector in partner countries in the higher middle-income countries is due to transfers to Brazil in connection with reduced deforestation of the Amazon region.

Aid to the public sector in LDCs and other low-income countries is mainly to countries that are not affected by conflict and fragility. In countries such as Tanzania, Mozambique and Uganda, the public sector is a significant contract partner unlike in South Sudan, Somalia and Afghanistan. This is partly because countries affected by conflict and fragility receive more emergency assistance, which is directed through channels other than the public sector in partner countries. In addition, it may be preferable to use other channels, because these are countries that score low on quality in the public sector.

FIGURE 28 // PARTNERS IN NORWEGIAN DEVELOPMENT AID DISTRIBUTED BY INCOME CATEGORY OF THE PARTNER COUNTRIES



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