









THE OIL FOR DEVELOPMENT PROGRAMME

Petroleum plays an important role in an increasing number of developing countries. Oil and gas hold the promise of becoming a vital resource for economic and social development. It has, however, in many cases proved difficult to translate petroleum resources into improved welfare for citizens. In many countries, large revenues from non-renewable resources have led to what is known as the "resource curse".

Decades of experience as an oil and gas producer have given Norway valuable expertise in managing petroleum resources in a sustainable manner. Through the Oil for Development (OfD) programme Norway shares this experience with developing countries. OfD was launched by the Norwegian Government in September 2005, and represents a thematic broadening of the petroleum sector development assistance Norway has provided since the early 1980s, with an increased focus on revenue management, environmental management and safety. Assistance is mainly provided through long term institutional cooperation, with emphasis on capacity development in public sector institutions. Support is also provided to international organization, civil society, media and parliamentarians.

The countries which received most assistance from the Oil for Development programme in 2012 were Ghana, Bolivia, Uganda and South Sudan. The assistance provided is anchored in the Norwegian experience, but also tailor-made to local conditions and demands. Principles of good governance such as transparency, accountability, anti-corruption and gender equality are cross-cutting in all assistance provided.

Read more about the OfD programme on www.norad.no.



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OIL FOR DEVELOPMENT 2012 – AN OVERVIEW

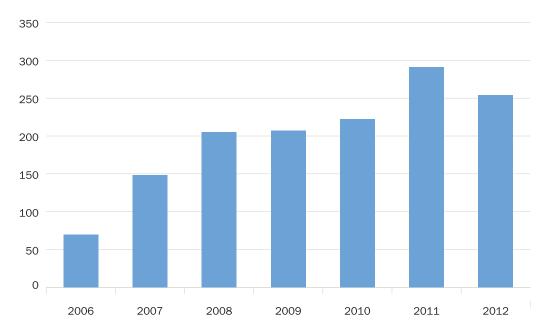
INTRODUCTION

This chapter summarizes expenditures and key developments in the Oil for Development programme in 2012.

In 2012, OfD provided support to 19 countries: Angola, Bolivia, Ghana, Mozambique, Nigeria, Sudan, South Sudan, Timor-Leste, Uganda, Cuba, Iraq, Ivory Coast, Lebanon, Liberia, Nicaragua, São Tomé and Principe, Sierra Leone, Tanzania and Vietnam. In addition, several civil society organizations and multilateral institutions received funding.

The funding allocated to OfD activities has increased substantially since the programme was initiated. The total expenditure in 2012 amounted to NOK 254 million, compared to NOK 70 million in 2006. However, this is 13 percent decrease compared to the NOK 291 million disbursed in 2011.

Figure 1: Total OfD programme funds, NOK million, 2006-2012.



The decrease in expenditure in 2012 is primarily due to delayed signing of agreements in a number of countries, cooperation in Mozambique and Uganda being temporarily suspended, and in general because of a strong focus on consolidation and restructuring of the OfD programme portfolio.

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OfD funds are channelled to partner institutions such as the Norwegian Ministry of Petroleum and Energy, the Norwegian Ministry of the Environment and the Norwegian Ministry of Finance as well as governmental directorates and agencies, including the Norwegian Petroleum Directorate, the Petroleum Safety Authority Norway, the Climate and Pollution Agency, and The Directorate for Nature Management. In addition, Petrad (a non-profit Norwegian government foundation) is an important partner. Selected Norwegian and international consultancy companies receive funding for implementing some of the OfD country programme activities. Funds are also disbursed to international organizations such as the World Bank and the International Monetary Fund (IMF).

There are three main sources of funding in the OfD programme. First, the Norwegian Embassies allocate funds to country programme activities. Second, the Ministry of Foreign Affairs allocates funds to other OfD initiatives, such as to the World Bank (PGI and EI-TAF) and initiatives such as CCOP and GGFR.¹ Third, Norad provides funding to civil society organizations, Petrad, international organizations and to the Norwegian public institutions involved in the programme.

REGIONS AND COUNTRIES

OfD programme activities are conducted in four regions, namely Africa, Asia, the Middle East and Latin America. Table 1 and figure 2 show the allocations distributed by region from 2010-2012.

Table 1: Allocations for 2010, 2011 and 2012 distributed by region, NOK 1000.

Region	Expenditure 2010	Expenditure 2011	Expenditure 2012
Africa	112 000	167 150	117 392
Asia	32 000	24 000	15 608
Middle East	9 000	8 000	5 255
Latin America	18 000	21 000	20 349
Global and other	51 000	71 000	95 787
Total	222 000	291 150	254 391

Petroleum Governance Initiative (PGI), Extractive Industries Technical Advisory Facility (EI-TAF) and Global Gas Flaring Reduction initiative (GGFR) of the World Bank, and Coordinating Committee for Geoscience Programmes in East and Southeast Asia (CCOP).

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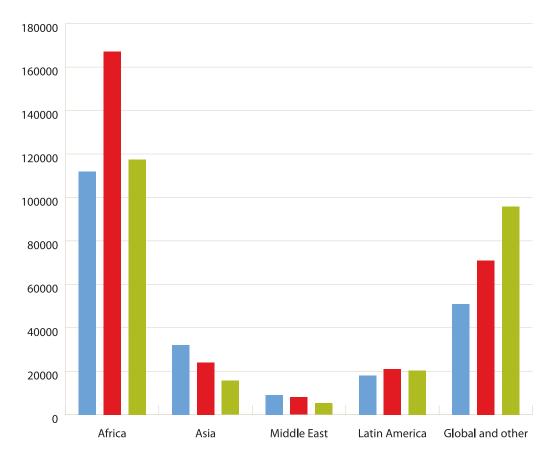


Figure 2: Regional distribution 2012 versus 2011 and 2010.

While the general trend in the OfD programme has been increased priority to Africa, in 2012 the funding to projects on the continent dropped by nearly NOK 50 million. This is the main reason for the overall reduced expenditure in the programme in 2012 compared to 2011. It is not due to a major change in priority, but rather reflects a number of circumstances which are external and internal to the programme, such as:

- In 2012, the OfD programme had a strong focus on consolidating and restructuring country cooperation programmes.
- Institutional cooperation agreements in Tanzania, Sudan and South-Sudan were signed later than planned.
- The programme period for the cooperation with Angola ended. A decision on whether to enter into a new phase of cooperation was postponed pending a review of the OfD programme portfolio.
- In Mozambique, cooperation was temporarily suspended due to investigations into the spending of funds under the cooperation between the National Petroleum Institute (INP) and the Norwegian Petroleum Directorate (NPD). The investigation has not yet been concluded, but has revealed that the systems and routines for financial management in INP are inadequate and needs strengthening.

• Norway suspended all development assistance to Uganda following revelations of a major corruption scandal involving the misuse of donor funds intended to support stabilisation and development efforts in northern Uganda. Together with other donors that were also affected by this scandal (the World Bank, UK, Ireland, Denmark, Sweden and the EU) the following demands were made to the Ugandan government: 1) that the misappropriated funds were repaid in full; 2) that those responsible are duly prosecuted; and 3) that new, reliable systems for managing aid funds in the future are put in place. While Uganda in March 2013 repaid the misused Norwegian funds amounting to NOK 23 million, progress on the two remaining conditions remain wanting. As of May 2013, Norwegian aid to Uganda is thus still suspended.

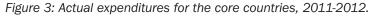
Key developments in the OfD country portfolio in 2012 include the following:

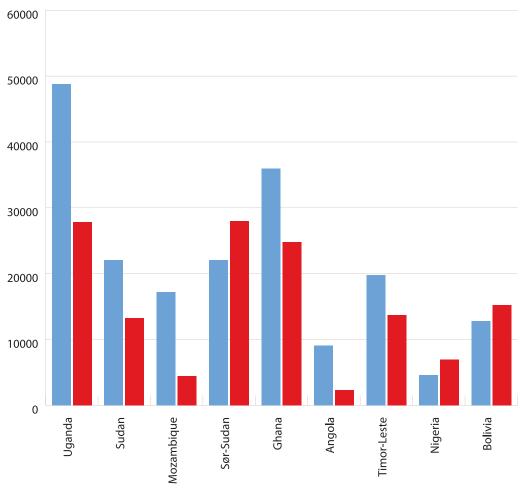
- Agreements for long term OfD cooperation were signed with South Sudan, Sudan and Tanzania.
- The cooperation programme between NPD and its counterpart in São Tomé and Príncipe (Agência Nacional do Petróleo) was extended for two years.
- The cooperation programme with Vietnam was concluded, and an end-review was carried out (see box 2).
- · The cooperation with Afghanistan, Bangladesh and Ecuador was concluded.

Table 2: Distribution of expenditures by country for 2010-2012, NOK 1000

COUNTRY	2010	2011	2012	
Core countries				
Angola	15 635	9 100	2 332	
Bolivia	8 686	12 800	15 252	
Ghana	15 576	36 000	24 791	
Madagascar	91	-	-	
Mozambique	5 614	17 200	4 429	
Nigeria	3 743	4 600	6 941	
Sudan			13 262	
South Sudan	27 037	44 200	27 976	
Timor-Leste	21 570	19 800	13 738	
Uganda	30 298	48 800	27 818	
Subtotal	128 250	192 500	136 539	
Countries w/limited cooperation				
Afghanistan	5 738	3 100	-	
Bangladesh	3 000	-	-	
Cambodia	856	-	-	
Cuba	1 073	3 400	3 097	
Ecuador	3 803	3 300	-	
Iraq	1 392	550	375	
Ivory Coast	51	-	4	
Kenya	700	-	-	
Lebanon	2 111	7 600	4 880	
Liberia		550	206	
Mauritania	854	-	-	
Nicaragua	869	1 000	2 000	
São Tomé and Principe	1 874	1 600	3 505	
Sierra Leone	-	550	184	
Tanzania	623	1 500	5 944	
Vietnam	1 523	1 500	1 870	
Zambia	13	-	-	
Subtotal	24 480	24 650	22 065	
Regional	18 685	15 050		
Global	50 647	58 950	95 787	
Total	222 062	291 150	254 391	

Figure 3 provides an overview of the trend in allocations and planned expenditures in the nine core OfD partner countries for the period 2011-2012. Please note that Sudan and South-Sudan were counted as one country in 2011, so for the sake of comparison the 2011 expenditures have been divided 50-50.





OTHER INITIATIVES

In addition to funding bilateral country programmes, the OfD programme is engaged in a number of other initiatives, either directly or via other donors and implementing partners. Table 3 shows disbursements to a selection of other initiatives in 2010, 2011 and 2012.

Table 3: Disbursements to a selection of other OfD initiatives, in NOK 1000.

	Expenditure 2010	Expenditure 2011	Expenditure 2012
African Center for Economic Transformation (ACET)	3 000	3 000	-
International Monetary Fund (IMF)	6 000	6 000	11 000
International Association for Impact Assessments (IAIA)	1 300	1 600	1 600
Global Gas Flaring Reduction Partnership (GGFR)	750	750	-
Natural Resource Charter (NRC)	-	-	450
The Coordinating Committee for Geoscience Programmes in East and Southeast Asia (CCOP)	4 600	3 000	1 500
Petroleum Governance Initiative (PGI)	5 000	7 500	10 000
The Extractive Industries Technical Advisory Facility (EI-TAF)	2 500	2 500	5 000
Norad's master programme for energy and petroleum (EnPe)	2 500	12 000	32 000
Total	25 650	36 350	61 550

The increase in disbursements to other OfD initiatives from 2011 to 2012 is by and large explained by a higher level of support to Norad's Master programme for energy and petroleum (EnPe) as well as to the World Bank initiatives (PGI and El-TAF).

Key developments in OfD's support to other initiatives in 2012 include the following:

- Norad entered into a long-term cooperation agreement with the International Monetary Fund to strengthen the OfD assistance in revenue administration, management of revenues, petroleum fiscal regimes and transparency of revenues.
- Norad signed an agreement with the University of Oxford to support the Natural Research Charter and its research project "investing in investing."
- The cooperation with the Coordinating Committee for Geoscience Programmes in East and Southeast Asia (CCOP) was concluded, and an end-review was carried out.
- · The cooperation with the African Center for Economic Transformation (ACET) was
- · concluded.

CIVIL SOCIETY

Civil society has an essential role in holding governments and petroleum companies accountable, and support to civil society organizations is an important component of the OfD programme. Table 6 includes Norwegian and international civil society organizations that received OfD funding in 2011 and 2012. In addition, some Norwegian Embassies provide financial support to local civil society organizations. The level of funding has remained relatively stable over the last years, largely due to funding being provided through three-year framework agreements.

Table 4: Allocations to civil society organizations, in NOK 1000.

	Expenditure 2011	Expenditure 2012
World Wildlife Fund (WWF) Norway	4 400	4 040
The Norwegian People's Aid	2 000	1 990
The Norwegian Confederation of Trade Unions (LO)	1 660	1 610
Publish What You Pay (PWYP) Norway	1 900	2 400
The Norwegian Students and Academics International Assistance Fund (SAIH)	800	850
Revenue Watch Institute (RWI)	6 000	6 000
Norwegian Society for the Conservation of Nature	1 400	1 400
Norwegian Church Aid	1 700	990
Total	19 860	19 280

BOX 1: TARGETING CORRUPTION THROUGH THE OIL FOR DEVELOPMENT PROGRAMME

Corruption is a significant problem in most petroleum rich developing countries and it is considered as an integral part of the "resource curse". Most of OfD's cooperating countries rank in the bottom half of Transparency International's global corruption perceptions index. To improve efforts to combat corruption, the OfD secretariat in Norad commissioned an assessment of vulnerabilities to corruption, and an identification of prevention measures. The study was conducted by Oxford Policy Management (OPM) in September 2012.²

What are the identified challenges with regards to corruption in OfD countries?

- Legislative complexity: Incomplete or over-lapping assignment of institutional
 roles and responsibilities combined with sometimes poorly drafted regulations
 obscures any clarity on what is happening in an already technically complex sector.
 This dilutes the desired effect on accountability of transparency initiatives.
- 2. Weak regulatory and administrative capacity: The interaction of weak capacity with the technical complexity of the sector combined with overlapping institutional responsibilities gives rise to vulnerabilities. Focused technical support to one agency can weaken others and accentuate a lack of coordination across government.
- 3. Accountability institutions and informality: A consequence of complexity and insufficient transparency is weak formal mechanisms of accountability for example, the legislature struggles to be an informed or effective check on sometimes arbitrary executive decision-making. The parliament lacks knowledge and expertise on petroleum related matters. Media, civil society organizations and the public frequently lacks information, including technical understanding, and so lacks credibility in holding the executive to account

What are the key recommendations for approaching these challenges?

The OPM study emphasizes that incremental reforms that do not challenge directly the most powerful interests will be the most pragmatic approach and is likely to yield longer-term gains that leverage the successes to date.

The report recommends combining technical capacity-building in petroleum resource management with an **explicit emphasis on accountability**. This could be done by broadening the OfD programme engagement with a more **inclusive set of relationships incountry** to build capacity of less experienced actors **and disseminating information** that can build accountability in the sector. Increasing contextual understanding by establishing a baseline and conducting a **political economy analysis** is recommended.

² Enhancing the integrity of the Oil for Development Programme, Discussion 7/2012, Norad. Available electronically on norad.no.





KEY ACHIEVEMENTS IN 2012

The ultimate aim of the Oil for development programme is to reduce poverty by promoting economically, environmentally and socially responsible management of petroleum resources. OfD contributes to this goal by providing capacity building targeted at three main outcomes:

- 1. Policy makers set goals and define and assign responsibilities. The petroleum sector must be planned and structured properly in order for it to be well managed. Sound policies and legislation must be in place, and the responsibilities should be divided up in a manner which ensures oversight and minimizes conflict of interest and duplicity of effort. To help partner countries address these issues the OfD programme provides capacity building related to the policies and the legal framework governing the petroleum sector.
- 2. The authorities regulating the petroleum sector carry out their assigned responsibilities. For the sector to be well managed the authorities must have the capacity and resources to carry out the responsibilities as defined in the legal framework. Given the range of issues involved there are normally a number of institutions, or units within institutions, counting as petroleum sector authorities. The OfD programme helps build capacity in these institutions mainly through long-term twinning arrangements between Norwegian sector authorities and partner institutions. The capacity development covers a broad range of issues related to the management of the petroleum sector and is provided through "on the job training", class room teaching, workshops, etc.
- 3. Policy makers and regulatory authorities are held accountable for their management of the petroleum sector. Accountability is necessary both for preventing wrongdoing and for addressing it where it has happened. Parliamentary committees, civil society organizations and media are crucial to holding the executive to account. In order to play a meaningful role these actors must have independence, relevant competence and capacity as well as access to comprehensive and accurate information about the petroleum sector. The OfD programme supports a number of organizations working to enhance the capacity of journalist, members of parliament and local civil society organizations in partner countries.

Key results on these three dimensions in 2012 are highlighted on the next pages. Some of these results are directly linked to OfD's activities, whereas OfD may have made only a minor contribution towards others. Whether the results have led to reduced poverty is difficult to measure, especially after a short period of time, and depends on many variables external to the OfD programme. Still, this Annual Report shows that OfD and partner countries deliver tangible results that are necessary and essential for reaching the goal of reduced poverty through economically, environmentally and socially responsible management of petroleum resources.

1. POLICY MAKERS SET GOALS AND DEFINE AND ASSIGN RESPONSIBILITIES

Ghana: The Government's aim is to sanction the new Exploration and Production Bill in the Parliament during 2013. OfD has assisted in the drafting of the Bill and participated in commenting sessions with key stakeholders. Development of subordinate regulations to the Bill was also initiated in 2012.

The Environmental Protection Agency launched 'Guidelines for Environmental Assessment and Management in the Offshore Oil and Gas Development in Ghana' in November 2012. The purpose of these guidelines is to mainstream environmental, health, safety and community issues into the offshore oil and gas operations. OfD assisted in reviewing the guidelines.

Liberia: The Government of Liberia adopted a new petroleum policy with the main goal to "manage Liberia's petroleum resources in an environmentally responsible manner, to optimize returns for Liberia and ensure equitable benefits to the people of Liberia now and in the future". OfD, together with Revenue Watch Institute (RWI) adviced Liberia throughout the drafting process.

São Tomé and Principe: Through its cooperation agreement with The Norwegian Petroleum Directorate, The National Petroleum Agency (ANP) conducted a gap analysis between the current petroleum law and the model Petroleum Sharing Contract. The analysis provides a baseline for further revision of the legal framework governing the petroleum sector.

South Sudan: A petroleum law was enacted, and a draft revenue management bill was presented to parliament. Advisors from the OfD programme assisted the Government of South Sudan in drafting the bills, which include public reporting, contract allocation and revenue management standards based on international best practice.

Uganda: The formulation of the Petroleum (Exploration, Development and Production) Bill was completed with assistance from the OfD programme and enacted by parliament in December 2012. The formulation of the Petroleum (Refining, Gas Processing and Conversion, Transportation and Storage) bill was completed and submitted to parliament in February. Guidelines for petroleum exploration monitoring and for field development plans were developed.

2. THE AUTHORITIES REGULATING THE PETROLEUM SECTOR CARRY OUT THEIR ASSIGNED RESPONSIBILITIES

Bolivia: The knowledge and understanding of sustainable petroleum management was increased through a series of courses and capacity building activities provided by the Norwegian Petroleum Directorate (NPD) and Petrad. Advice and capacity building was provided on copying and reformatting of seismic data that will continue the expansion of a national database on petroleum exploration and extraction that is standardized and available. The Ministry of Hydrocarbons and Energy and the Bolivian state oil company YPFB also received advice from the Climate and Pollution Agency (Klif) and Petroleum Safety Authority Norway (PSA) on how to handle soil contamination and well safety at abandoned oil wells in Bolivia. In preparation for the implementation of a new petroleum law, advice on regulations regarding upstream activities was provided.

Cuba: Awareness was raised on key safety elements of petroleum operations in connection with petroleum activities in deep waters. 88 specialists from the Cuban state administration and the national oil company who play a leading role in petroleum development in Cuba was trained through three workshops conducted in Havana in 2012.

Ghana: The OfD programme provided training related to the establishment of a future National Petroleum Data Repository. Quality check, clean-up and loading can now begin, so that petroleum data can be secured and made accessible for the government and industry. A training programme "Understanding the petroleum sector and challenges" was carried out by Petrad with participants from the Petroleum Commission Ghana, GNPC, the Town and Country Planning Department and the Environmental Protection Agency Ghana (EPA).

With OfD support a strategic environmental assessment on the effects of oil and gas developments was finalized, as well as a Spatial Development Framework for the Western Region, where such developments are most manifest. EPA organized a weeklong training programme on topics such as Environmental Impact Assessment review processes, compliance monitoring, risk assessments and contingency planning. More than 30 representatives from the petroleum and environmental authorities participated. Klif, together with the Norwegian Directorate for Nature Management (DN), contributed to the training. Several senior EPA staff members also received training in petroleum management during in-house secondments to Klif.

Nicaragua: The Ministry of Energy and Mining (MEM) was assisted by NPD in the interpretation and management of the processed 3D data from Noble Energy's major data collection. Norwegian expertise and experience regarding Health Safety and Environment (HSE) routines and pre-drilling audits have been shared with the Nicaraguan sector authorities along with preparatory advice in case of a hydrocarbon discovery.

Sudan: Representatives from the Ministry of Petroleum (GDES) were trained in regulating the petroleum industry within the areas of safety and environment. An audit covering these areas was carried out on the Baleela oilfield in Sudan with support from Klif and PSA.

Timor-Leste: The Petroleum Revenue Directorate collected a substantial amount of revenue in audits carried out with OfD assistance. Ministry of Finance staff was trained in calculating the petroleum wealth and the Estimated Sustainable Income (ESI) to provide revenue projections as input to the budget.

Through the collaboration with NPD, capacity was enhanced in the National Petroleum Authority (ANP) within the fields of geoscience, data management, fiscal metering, PSC auditing, reservoir management and a variety of legal issues.

The Directorate of Environment (DNMA) increased the capacity for environmental regulation and data management through on the job training, workshops and trainings provided by MoE, DN and Klif.

Uganda: The IT infrastructure within the Petroleum Exploration and Production Department (PEPD) was significantly improved and is continuously being updated. A database for all petroleum related data within PEPD was made operational, and integrated with ArcGIS and Google earth. A resource classification system is in place and is being used; resource estimation for Uganda has been undertaken.

The OfD programme also supported Uganda in drafting a Strategic Environmental Assessment (SEA) for the Albertine Graben. An Environmental Monitoring Plan for the Albertine Graben was developed as well as a revised management plan for Murchison Falls national park.

16 short term trainings were undertaken within the resource pillar, with 47 participants from different institutions. A workshop and field visit on HSE supervisory strategy was organized. With the assistance of Klif, an Enforcement and Compliance Monitoring Strategy for Environmental Aspects of Oil and Gas Sector Activities for Uganda was finalized.

3. POLICY MAKERS AND REGULATORY AUTHORITIES ARE HELD ACCOUNTABLE

Angola: The Council of Churches in Angola (CICA) and the Adventist Development and Relief Agency (ADRA) raised awareness on public budgeting and transparency in revenue management. They received support from OfD through The Norwegian Church Aid and the Norwegian People's Aid (see box 3).

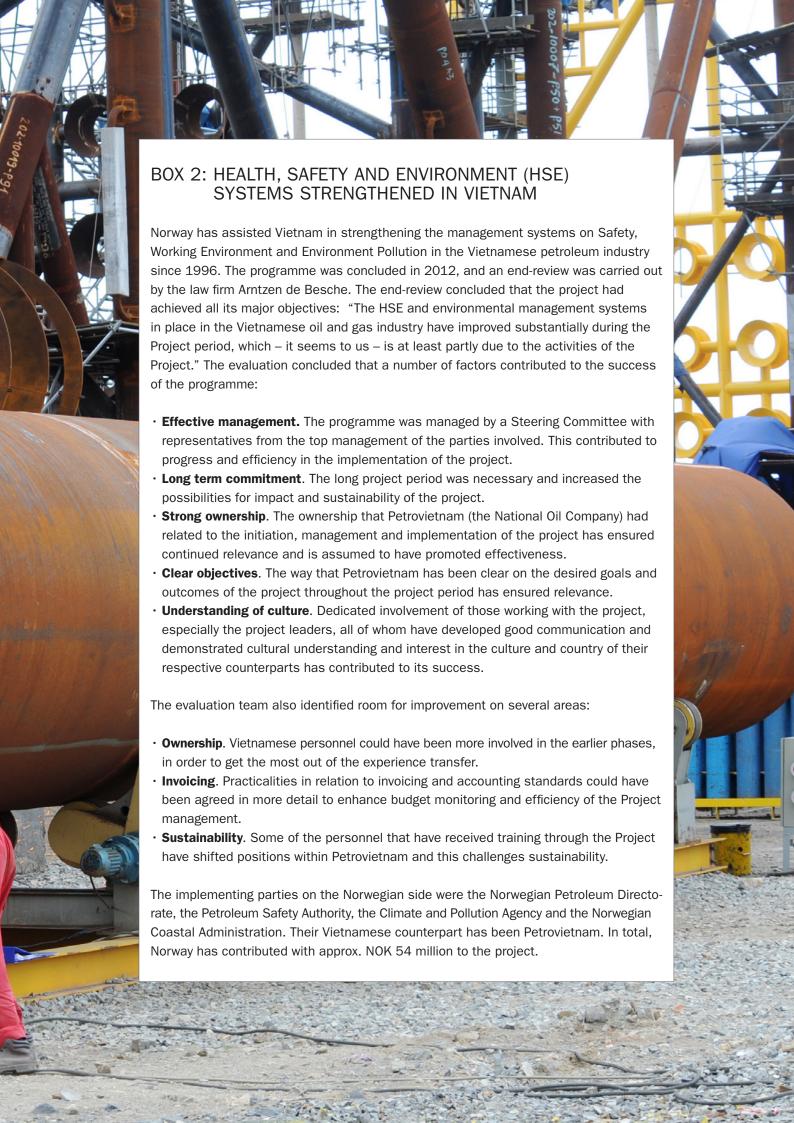
Uganda: Civil society organizations provided input to the two petroleum bills up for revision in 2012. Some of the recommendations were reflected in amendments made on the final bills passed (e.g. limit to powers of the petroleum minister). Capacity building workshops were held for the relevant Parliament Committees prior to debating the bills. The World Wildlife Fund (WWF), supported by OfD, was central in mobilizing the civil society organizations. While the voice of civil society has been strengthened, decreasing political space for civil society engagement is noted as a major challenge for the project.

Mozambique: A civil society platform on natural resources and extractive industry, hosted by the WWF, was supported through the OfD programme. The platform has played a central role in engaging CSO's into the legal framework revision process. The Platform has also supported province-based CSO's in understanding developments in the gas industry in Mozambique.

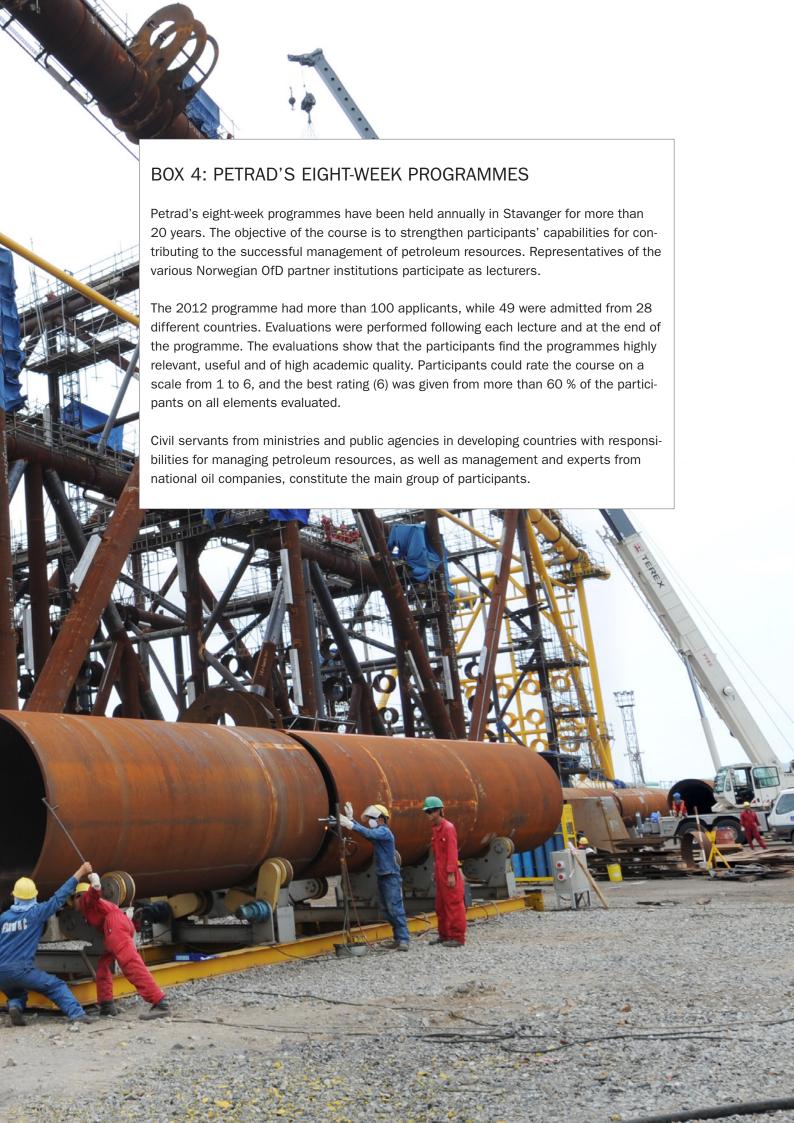
Nigeria: Continued support was provided through a second phase for the African Network for Environment and Economic Justice (ANEEJ) who works within several different states in the Niger Delta. Main outputs are capacity building and awareness rising within local communities.

Tanzania: The national CSO coalition on oil and gas, ONGEA, raised awareness about the petroleum sector in the public, using media, seminars and public hearings. WWF provided support.









WHO WE ARE

THE STEERING COMMITTEE

The Norwegian Ministry of Foreign Affairs (MFA)

The Norwegian Ministry of Petroleum and Energy (MPE)

The Norwegian Ministry of the Environment (MoE)

The Norwegian Ministry of Finance (MoF)

KEY IMPLEMENTING INSTITUTIONS

The Norwegian Petroleum Directorate (NPD) www.npd.no

Petroleum Safety Authority Norway (PSA) www.psa.no

The Climate and Pollution Agency (Klif)³ www.klif.no

The Norwegian Directorate for Nature Management (DN) www.dirnat.no

The Norwegian Coastal Administration (NCA) www.kystverket.no

Petrad

www.petrad.no

A range of consultancies, research institutions, international organizations and civil society organizations are also involved in implementing the OfD programme.

The OfD secretariat resides in Norad. Read more on www.norad.no.

³ The Climate and Pollution Agency and The Directorate for Nature Management merge to form The Norwegian Environment Agency in July 2013.

