

# DEPARTMENT FOR EVALUATION

Report 1/2022



ANNEX 2-5

## What, Why and How?

A mapping and analysis of the Ministry of Foreign Affairs' and Norad's use of other Norwegian public sector institutions in development assistance

### 1: Deployment of personnel from the Justice sector

There is broad political consensus and a government decision that Norway shall contribute police and civilian personnel to international operations. The main origin of this commitment was the Norwegian police contribution to the UN mission in Namibia in 1989. The police contribution has since expanded, linked to the evolving and changing mandate of UN peacekeeping operations, but also through OSCE and EU operations and through bilateral agreements in individual country and regional missions. The political and constitutional responsibilities rests with the Minister of Justice.

A similar, but more recent trend is deployment of civilian personnel to international and humanitarian operations from the Ministry of Justice and its subsidiary agencies. Earlier, a main expression of this was the launch of the Ministry's Rule of Law Deployment Pool ("Operasjon Styrkebrønnen"). This was phased out as from 2015 and in the 2016-2020 evaluation period this deployment is mainly implemented directly by the Directorate for Civil Protection and Emergency Planning (DSB), the Norwegian Correctional Services and the Courts Administration.

Most of this deployment is funded from MFA's aid budget (minor exceptions are mainly related to deployment to non-ODA eligible countries). All ODA disbursements to the Justice Ministry in the evaluation period and to its subsidiary and affiliated agencies are summarised in the table below. Seven sections within MFA are identified as responsible management sections for 10 projects. The principal sections are the Section of Security Policy and the Section for Eastern Europe and Central Asia (both in the Security Department) and the Section for Humanitarian Affairs.

**Table A2.1 Disbursement to the Justice sector related to deployment, 2016-2020 (NOK million)**

MFA Section/project/agreement partner	2016	2017	2018	2019	2020	Total
<b>Security Policy and North America:</b>						
International police operations						
Police Directorate	58.4	56.5	46.7	50.5	45.0	257.1
Norwegian Rule of Law Response Pool						
Ministry of Justice	3.5	-0.4				3.1
<b>Humanitarian affairs:</b>						
Preparedness for health and other emergencies						
Directorate for Civil Protection and Emergency Planning	18.1	28.6	19.0	18.5	16.4	100.6
<b>Eastern Europe and Central Asia:</b>						
Justice sector reform in Ukraine						
Norwegian Correctional Services		0.9	9.8	10.9	10.0	31.6
Justice sector reform in Moldova/Ukraine						
Ministry of Justice	16.8	-0.6				16.2
<b>Middle East and North Africa:</b>						
Police to Temporary International Presence in Hebron						
Police Directorate	6.0	8.5	8.0	3.7		26.3
<b>South East Europe:</b>						
Judicial Reform in the Western Balkans						
Norwegian Courts Administration	1.7	3.3	1.3	0.8	3.1	10.1
<b>Global Security and Disarmament:</b>						
Secondment to Interpol						
Police Directorate	2.6					2.6
Secondment UN Office on Drugs and Crime						
Ministry of Justice	2.8	-0.2				2.6
<b>Peace and Reconciliation:</b>						
Observers to UN Monitoring and Verification Mission, Colombia						
Police Directorate	2.0					2.0
<b>Total*</b>	<b>112.2</b>	<b>96.8</b>	<b>84.8</b>	<b>84.8</b>	<b>74.4</b>	<b>452.7</b>

\* Totals include some small disbursements to the justice sector (altogether NOK 0.5 million) that are not reported.

To further explore decision-making, management relations and reporting, the team collected relevant documents regarding three main disbursements/projects: international operations from the police directorate; preparedness for health and other emergencies through DSB; and support to justice sector reform in Ukraine through the Correctional Services.

#### *The Norwegian Police Directorate*

Deployment of Norwegian police is managed by the Norwegian Police Directorate. It is governed through what is termed an annual appropriation letter (“tildelingsbrev”) from MFA to the directorate. The provision for transfer and reporting of funds however resembles more an assignment letter (“oppdragsbrev”). The appropriation letter provides funding, identifies funding source (chapter/item), as well as operational guidelines. Basically, this amounts to a listing of international and bilateral police operations where Norway shall deploy a specified number of police officers. Furthermore, the letter contains specification of regular meetings (“samrådsmøter”) between MFA and the police directorate. The directorate provides MFA with an annual report (on activities implemented with financial accounts) and plans for deployment in the coming year. These letters of appropriation cover all funding and from several sections to the police directorate although the Section on Security Policy is the lead.

In 2020, certain changes were made in the management framework. This was intended to bring the letter of appropriation and the formal relations between MFA and the Police Directorate more aligned with formal requirements for an appropriation letter between a ministry and a subsidiary agency. It was decided to develop a four-year plan with indicative deployment figures and budget requirements as the basis for the annual appropriation letter. Based on this four-year plan, annual workplans were developed which then formed the basis for the preparation of annual appropriation letters.<sup>1</sup> These documents are also *de facto* a tripartite agreement between two ministries and a directorate.

The disbursements from MFA to the police directorate are formally a relationship between MFA and the directorate, but the nature of the activity (police deployment) also implies a strong involvement by the Ministry of Justice. Planned deployment is based on approval both by the Ministry of Justice and the MFA. Memos are prepared by relevant departments in the ministries (Department of Security Policy in MFA and the Police Department in the Ministry of Justice) for approval at ministerial level, a consensus is reached and then the appropriation letter is prepared. This is further strengthened with the 2021 appropriation letter. The Police Department in the Ministry of Justice also participates in the regular meetings between MFA and the police directorate. At these meetings MFA may present proposals for participation in new operations which the Justice Ministry and the Police directorate may not approve due to capacity or security concerns (e.g., the 2019 MFA priority related to deployment through the UN assistance mission in Somalia). And this may also go the other way with MFA not approving requests from the police directorate.

#### *Directorate for Civil Protection and Emergency Preparedness (DSB)*

MFA’s disbursements to DSB are managed by the humanitarian section. They cover the bulk of DSB’s international activities (eligible for ODA-funding). This relates to Norway’s participation in international emergency preparedness initiatives such as the UN Disaster Assessment and Coordination, the International Humanitarian Partnership, the continued development and maintenance of emergency response capabilities that can be deployed abroad (the Norwegian Support Team/the Norwegian Emergency Medical Team), a course facility (Starum in Innlandet county) which holds courses both locally and abroad, and participation in international fora relevant for the domain. In addition, DSB facilitates emergency responses by Norwegian teams when required. The deployment of Emergency Medical Teams is a relatively new task – and administratively very demanding for DSB. This is done in cooperation with the Directorate of Health. An evaluation of this component is planned for 2022.

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<sup>1</sup> Cf email from MFA to the police directorate 3 April 2020, *Ny avtale UD/Politidirektoratet* and the 2021 appropriation letter from 23 October 2020 (including attached minutes from “samordningsmøte” 2019).

MFA's support to DSB is based on an overarching agreement between the two entities as from 2009.<sup>2</sup> The disbursements are managed through annual debit authorisations ("belastningsfullmakter") based on applications from DSB. The courses at Starum as well as responses to major emergencies are funded additionally and invoiced directly (based on grant letters). Indicative figures are mentioned in the annual application from DSB to MFA's humanitarian section. The debit authorisations allows DSB to fund the approved activities largely from the humanitarian grant, but minor amounts are also drawn from a chapter/item on climate/environment.

The debit authorisations are based on MFA's template and specifies rules regarding a brief annual report (comparable to the purposes listed in the application, including a financial report). It contains no formal provision for regular/annual meetings ("styringsmøter").<sup>3</sup> We do note from the documents that there a few cases where MFA has not approved of DSB expenses because they fall outside the ODA-requirements in the assignment letter.<sup>4</sup> There are, however, frequent and informal cooperation between the humanitarian section and DSB, including an annual meeting with minutes. For the humanitarian section, debit authorisations are seen – according to interviews – as an easy and flexible way of transferring funds to other central government institutions.

There are no formal relations with the Ministry of Justice. It is expected that a planned new agreement between MFA and DSB (replacing the old 2009 agreement) will also involve the Ministry of Justice.

#### *Norwegian Correctional Services*

The Justice sector project in Ukraine originated through the Norwegian Rule of Law Response Pool managed by the Ministry of Justice. This new project implemented by the Norwegian Correctional Services began implementation in early 2018 following almost two years of scoping and preparations. The project is staffed by a full-time Norwegian Probation Officer who is also the overall team leader, a Norwegian judge, a Norwegian Corrections officer, a prosecutor (until 2019), two national experts, and an administrative assistant. The focus is on alternative sanctions through strengthening the overall probation system in Ukraine. This includes assisting the quality and prevalence of alternative sanctions, capacity-building of the probation system and its staff in dealing with case management and rehabilitation, improving coordination and partnerships of the probation system with other actors and stakeholders, introducing a system of penitentiary probation, and creating a model probation system in two pilot regions.

The project ended in 2020. Following an external mid-term evaluation in 2019 a new three-year phase began in 2020. In the new phase staff in Ukraine consists of five from Norway (incl. four from Correctional Services) and 10 local staff in Kiev and the two sites.<sup>5</sup>

Funding is provided by MFA and its Section for Eastern Europe and Central Asia, through a grant letter with a contract covering the whole period. The contract is based on the MFA/Norad template for grants and its rules and guidelines for assessments and reporting on results and expenses, provides for annual meetings as well as an external project audit of expenditures in Ukraine. The management model through multi-year grant agreement contrasts with the related project on health sector reform managed by the same MFA section through an annual debit authorisation (see case on health below). The reason according to interviews was practical and based on the preference of the Correctional Service. A debit authorisation letter would require different income and expenditure reporting through the Ministry of Justice. The Correctional Service also required an externally funded project manager at DSB which was considered easier to obtain through a grant

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<sup>2</sup> See "Avtale mellom Direktoratet for samfunnsikkerhet og beredskap (DSB) og Utenriksdepartementet vedrørende støtte til drift av prosjekter innen humanitært internasjonalt arbeid", Oslo & Tønsberg, 18 December 2009 (2 pages).

<sup>3</sup> See e.g., DSB, *Søknad om finansiering i 2019 – internasjonale aktiviteter i DSB*, brev til UD datert 11.01.2019 and MFA, *Belastningsfullmakt for kapittelpost 150.70 – Nødhjelp og humanitær bistand – og kapittelpost 163.70 – miljø og klima*, til DSB datert 16.04.2019.

<sup>4</sup> See e.g., email correspondence between DSB and MFA regarding the report and accounts for 2019. DSB then had to cover NOK 50,000 from its own budget. Cf. *Rapportering belastningsfullmakten 2019*, email communications between MFA and DSB from 6 to 14 February 2020.

<sup>5</sup> See Geneva Centre for Security Governance, *Evaluation of NORLAU – Mid-term Evaluation of the Norwegian Rule of Law Advisors in Ukraine Project*, Geneva, 2019 (unpublished) and MFA, *Decision Document – Support to judicial sector reform in Ukraine*, 14.01.2020.

agreement compared to a debit authorisation (technically providing support to DSB's salary component which would have required an additional debit authorisation for administrative costs).

## 2: Innovation Norway

The NOK 300 million disbursements to Innovation Norway are predominantly made by means of grants from the Section for Humanitarian Affairs in MFA (nearly NOK 160 million) and Norad's Section for research, innovation, and higher education (NOK 117 million).

The table below lists all disbursements from different sections in Norad and the Ministry of Foreign Affairs (including embassies) to Innovation Norway in the period 2016-2020.

**Table A2.2 Disbursements to Innovation Norway (NOK million)**

Section/project	2016	2017	2018	2019	2020	Total
<b>Humanitarian affairs - MFA:</b>						
Humanitarian Innovation			22.7	31.3	34.4	88.5
NOREPS	40.2	39.9	-2.0	-8.3	0.0	69.9
<b>Embassy in Sarajevo:</b>						
Feasibility study private sector dev.			0.5			0.5
<b>Private sector development - Norad:</b>						
Company related development and partner search		2.4	3.3	3.3	5.5	14.5
Regional Business Match-Making Programme for East Africa	3.7	2.8				6.4
Business Matchmaking Bangladesh	2.1	1.5				3.6
<b>Research, innovation, and higher education -Norad</b>						
Vision 2030	10.0	30.0	8.0	24.0	15.0	87.0
Covid-health innovation					30.0	30.0
<b>Total</b>	<b>56.0</b>	<b>76.6</b>	<b>32.5</b>	<b>50.3</b>	<b>84.9</b>	<b>300.4</b>

The team examined the two main grants: The humanitarian innovation project (HIP) and Vision 2030 projects from MFA and Norad respectively.

HIP was a continuation of the previous NOREPS project through Innovation Norway which was phased out in 2017. NOREPS – *the Norwegian Emergency Preparedness System* – was a fund set up in the early 1990s as an export promoting facility for the UN and the humanitarian market. Its aims were to strengthen and support the UN system and other international organisations in humanitarian relief operations. It worked closely with the main Norwegian NGOs, the Directorate for Civil Protection and Emergency Preparedness, and with a range of Norwegian companies delivering products. The initial focus was on in-kind donations linked to prepositioning of emergency relief items with establishment of stockpiles through regional warehouses. From 2010 the in-kind donations were terminated and replaced by cash contributions from NOREPS to the UN and NGOs prepositioning stocks of relief items. The focus of NOREPS in relation to Norwegian companies was gradually shifted towards innovation projects in relief operations. This eventually led to the establishment of a new MFA-funded programme managed by Innovation Norway – HIP.<sup>6</sup>

HIP promotes development and scaling up innovative, technology-based solutions for improved delivery of emergency relief. HIP provided grants to successful applicants through two windows. One was through an innovation lab where UN agencies and Norwegian NGOs with a humanitarian mandate could apply for small grants (NOK 2-4 million) to develop innovative solutions in cooperation with Norwegian or international private companies. A second window – with grants from 2 to 10 million – was for testing and scaling up promising solutions.

<sup>6</sup> See also the memo from MFA's humanitarian section to the Foreign Minister, "Noreps oppdraget til Innovasjon Norge. Opprettelse av et humanitært innovasjonsprogram," (7 pages), 20 December 2017.

Funding for HIP was provided through an annual debit authorisation. The authorisation letter also included debit authorisation for the other MFA-supported projects (and from MFA's 02 budget) to Innovation Norway. The debit authorisation is based on the MFA template which specifies purpose but does not formally require reporting or annual or periodic meetings between MFA and Innovation Norway (MFA has informed that the team that this debit authorisation is based on a separate "Avtale om forvaltning av tilskuddssystemer" from 13 September 2018 that provides prescriptions for reporting). However, the team was informed in interviews that there was very close and informal interaction between MFA's humanitarian section and Innovation Norway. Formal reporting to MFA is restricted to the general annual report from Innovation Norway which contains separate sections on projects funded by MFA, Norad and others. Innovation Norway has also commissioned a process evaluation ("følgeforskning") of HIP.<sup>7</sup>

The first 2018 assignment letter covered several projects from MFA's 02 budget (from 4 different chapter items) in addition to the 03-funded humanitarian grant (from one chapter item). This was based on the overall agreement between MFA and Innovation Norway.<sup>8</sup> The 2019 assignment letter covered an additional chapter item from the aid budget to cover administrative costs related to HIP. The 2020 and 2021 assignment letters only covered HIP and the associated administrative costs (from two separate chapter items).

In preparing support for a new project phase for HIP, MFA's humanitarian section has emphasised the need to shift to a better management framework and replace an annual agreement with multi-annual agreements. The format of the debit authorisation was not considered to be optimal, especially regarding the added work of transferring unspent funds to next year's debit authorisation.<sup>9</sup>

Vision 2030 is an initiative from MFA to support innovative Norwegian efforts to contribute to the Sustainable Development Goals in health and education. MFA's 2016 appropriation letter to Norad delegated to Norad the responsibility to manage funds relating to this to Innovation Norway. These funds were intended as support to application-based grants. A grant letter with detailed rules and regulations regarding purpose, management, implementation, and reporting was issued and signed in 2018.

The main difference between the MFA and Norad disbursements are found in formal management relations about the duration of the agreements. There is also a stronger advisory involvement by Norad in the calls, including involvement by its sections on health and education. For MFA there are annual debit authorisations. This compares to a multi-year grant agreement from Norad with funds disbursed from Norad to Innovation Norway's bank account. Norad's grant agreement is more detailed but does not mention formal annual meetings. Nor is there a formal requirement that Innovation Norway provide external audits of grants provided to recipients. The main reason mentioned in interviews was that all the recipients are required by Norwegian law to have external audits.

### 3: Research

Nearly NOK 1.4 million was disbursed from MFA's aid budget to the Research Council of Norway (NFR) in the evaluation period. The individual disbursements and responsible management units are presented in the Table below.

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<sup>7</sup> See also the report from Oxford Research (2021), *HIP-Norway. En følgeevaluering av humanitært innovasjonsprogram (Report 2021/5)* (51 pages). The research proposal was funded through the administrative component for HIP in the assignment letter (a separate chapter post for this was introduced in the 2019 and 2020 assignment letters).

<sup>8</sup> Cf also MFA, *Belastningsfullmakt Innovasjon Norge 2018*, 17 August 2018.

<sup>9</sup> See memo to the Minister of Foreign Affairs from MFA's humanitarian section, *Det humanitære innovasjonsprogrammet HIP Norway. Videreføring etter endt pilot periode*, 1 July 2021 (7 pages).

**Table A2.3 Disbursements to the Research Council of Norway 2016-2020 (NOK million)**

Section/project	2016	2017	2018	2019	2020	Total
<b>Global health - Norad:</b>						
Global health and vaccination research*	120.0	103.7	93.0	62.0	40.0	420.8
<b>Research, innovation, and higher education -Norad:</b>						
Vision 2030	26.0	25.0	20.0			71.0
NORGLOBAL2		114.0	83.5	112.2	63.5	373.2
<b>Partnership and good governance - MFA:</b>						
Asia in a time of change (UTENRIKS)				20.0	20.0	40.0
NORGLOBAL2	36.0					36.0
Research cooperation China/CHINOR	20.0	20.0	19.0	19.0	19	97.0
Research cooperation-India	20.0	20.0	19.0	19.0	18.1	96.1
Strategic Research Institute Initiatives				8.0	8	16.0
Latin-America research program	20.0	20.0				40.0
Core funding – CMI**	16.0	17.0	17.0	18.0	19.0	87.1
<b>Eastern Europe and Central Asia - MFA:</b>						
Ukrainian research institutions		4.0	4.0	4.0	4.0	16.0
<b>Embassy - Delhi:</b>						
Research cooperation	25.3	20.0	19.9	25.0		90.2
<b>Embassy - Pretoria:</b>						
Research cooperation			1.5	4.3	2.6	8.4
<b>Total***</b>	<b>287.7</b>	<b>345.0</b>	<b>277.7</b>	<b>291.1</b>	<b>193.8</b>	<b>1 395.3</b>

\* Includes a negative item of NOK 16.3 million in 2017 and the total.

\*\*These funds are disbursed to the Ministry of Education which manages and transfers these to the Research Council.

\*\*\* Total includes some small disbursements (in total NOK 5.7 million) that are not reported.

Most of these funds are direct transfers from sections in MFA and Norad and from two embassies. It is predominantly grants to the two major NFR programmes – Global health and vaccination (GLOBVAC) and Norglobal2.

One disbursement is different from the others: the annual core funding to CMI. MFA provides core funding to CMI from budget item 161.70. Historically, this has been a direct transfer from MFA to CMI, but in recent years this has been channelled via NFR, through the Ministry of Education and Research. A debit authorisation (“belastningsfullmakt”) is issued where the purpose is specified and that it be managed by NFR following the general rule for support to social science research institutions. This includes a specification in the authorisation that 10% of the core funding shall be used for result-based achievements. This implies that the actual disbursements from NFR to CMI can be slightly lower/higher than the core grant depending on CMI’s score on NFR’s results criteria. The criteria are general for all for institutes and not linked to any achievements in relation to ODA purposes. The reporting requirements stipulates that this shall be the general report from the Research Council to the Education Ministry on support to research institutions. This model (debit authorisation) is based on the preference by the Education Ministry, which manages similar disbursements from a range of other ministries providing core funding to research institutes.

the direct grants to NFR are managed by annual appropriation letters from both MFA and Norad to NFR. MFA delegates responsibility to Norad for their direct support to NFR through the regular appropriation letters from MFA to Norad. The appropriation letters provide the amounts, budget sources and operational guidelines. There are joint annual meetings (“styringsmøter”) between NFR, MFA and Norad. MFA and Norad are also represented on various programme boards with NFR (the MFA representative as observer, the Norad representative as member). A standard template is used for appropriation letters to NFR – developed by the Education Ministry which has the management responsibility for NFR (“etatsstyrer”). The annual reports from NFR also follows a standard template and is formally submitted to the Education Ministry.

The appropriation letters from Norad provides funding for GLOBVAC, Vision 2030 and (as from 2017) Norglobal2. The appropriation letter from MFA covers the other programmes in the table above. Note that the appropriation



letters from MFA also cover all other and non-ODA reported research funding from MFA (from the “02” budget). The 02-funding amounted to about NOK 227 million in the 2017-21 period.

Major changes in the management structure for support to NFR were introduced in 2020, with effect as from 2021. MFA assumed management responsibilities for all disbursements to NFR through one appropriation letter. Norad would no longer have a formal role but will assist in its professional capacity, following a request from NFR. The justification was partly linked to principles from the Education Ministry/NFR preferring that appropriation letters come from ministries and not from subsidiary institutions, partly a practical measure (delays in getting appropriation letters from Norad since they first must wait for an appropriation letter from MFA). The actual implications of this are harder to identify. We do note from interviews and from minutes from regular meetings that Norad is focused on achievements and results in relation to ODA criteria, emphasising relevance criteria and the applied use.

Following the reorganisations of NFR and the management of its programmes from 2019, Norad is no longer represented on the programme board. MFA is continuing to serve as observer. Norad does interact informally with NFR related to international activities, development research and activities in developing countries. They will also take part in “styringsmøtene” between MFA and NRF.

#### 4: Health

Disbursements to central government in the health sector in the 2016-20 period are mainly transfers to two institutions: the Institute of Public Health and the Ministry of Health and Care Services. In addition, there is a completed (2016) disbursement to the Directorate of Health related to Ebola. The table below lists disbursements from different sections in Norad and the Ministry of Foreign Affairs to central government.

**Table A2.4 Disbursements related to health (NOK million)**

Section/project/agreement partner	2016	2017	2018	2019	2020	Total
<b>Global Health - Norad:</b>						
Global health preparedness						
Institute of Public Health	12.0	8.0	9.7	8.6	7.2	45.5
Universal health coverage						
Institute of Public Health			5.5	0.6	6.9	13.0
<b>Humanitarian affairs - MFA:</b>						
Ebola response						
Directorate of Health	36.6					36.6
<b>Eastern Europe and Central Asia - MFA:</b>						
Health sector reform in Ukraine						
Ministry of Health and Care services				9.3	4.5	13.8
<b>Latin-America - MFA:</b>						
Health sector Colombia						
Ministry of Health and Care services			0.6	1.4	0.8	2.8
<b>Total*</b>	<b>56.9</b>	<b>12.5</b>	<b>17.4</b>	<b>22.4</b>	<b>19.5</b>	<b>128.7</b>

\* Total includes smaller disbursements from Norad to the Institute of Public Health in 2016-17 (NOK 9.8 million) and from Section for Eastern Europe to the Norwegian Ministry of Health (NOK 7.2 million) that are not reported.

The team examined the Global health preparedness disbursement to the Institute of Public Health and the Health Sector Reform project in Ukraine to the Ministry of Health. The respective responsible management units are Norad (Global Health Section) and MFA (Section for Eastern Europe, Central Asia, and Regional Organisations).



The global health preparedness project (GHPP) was launched in 2015 because of a 2014 US-initiative on the Global Health Security Agenda. Norway supported this through a new project with the Institute of Public Health. The overall goal of the GHPP is to contribute to improved capacity to prevent, detect and respond to public health events of national and international concern in and with partner countries. Through this initiative, Norway connected with four countries in peer-to-peer collaborations to support the implementation of the 2005 International Health Regulations as well as engaging at a global level. The Institute of Public Health should contribute to the strengthening of the core capacities in selected countries working with public health authorities in four low- and middle-income developing countries (Ghana, Malawi, Moldova, and Palestine).<sup>10</sup>

This was initially managed by the MFA's Department of Security Policy but given the strong focus on health it was in 2016 moved to Norad and its Section on Global Health.

The Institute of Public Health developed a phase 2/four-year programme (2016-2020) based on lessons from the first year (phase 1). Funding was provided by Norad from five budget chapter items in three MFA sections. NOK 47 million was provided for the full period. A grant agreement covering the whole period was signed. The agreement specifies the usual criteria about management and reporting. This includes the need for a project audit of the funds received.<sup>11</sup>

The three main objectives were listed as

- 1: To support assessment, prioritisation, and implementation of actions to meet specific 2005 international health regulation core capacities in selected partner countries;
- 2: To contribute to global efforts to enhance capacity and procedures for assessment, prioritisation, and action to assist all countries to meet their obligations under the international health regulations; and
- 3: To strengthen institutional capacity of National Institutes of Public Health, in partner countries, in national collective efforts to prevent, detect, and respond to public health events of national and international concern.

The GHPP support to global level activities will focus on the efforts to improving health regulations capacity, assessment tools and prioritisation processes through the Global Health Security Agenda, the WHO and through dialogue with sister institutions. The "GHPP Global" will participate in activities related to the new health regulations monitoring framework, and activities will also seek to follow the Global health security processes and provide technical support, briefings, and advice to Norwegian ministries, Norad and other actors as and when relevant.

An advisory forum was set up by the Institute of Public Health with members from the Norwegian Ministry of Health, Norad, the Health Information Systems Programme at the University of Oslo and several divisions at the Institute. A broader network of professionals and stakeholders, including representatives from other ministries, will be consulted as required. The Advisory Forum advises the GHPP in strategic issues and planning and discuss progress and results. In addition, the group facilitates information flow to the Ministry of Health and MFA.

A 2019 external review of the programme concluded that the Institute of Public Health had great professional skills but lacked sufficient operational development skills to operate fully in difficult contexts in the South. It worked well in Moldova, but struggled when working with weak institutions in Malawi. Norad recommended

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<sup>10</sup> The team consulted all relevant project documents, including decision documents. We also consulted the 2019 mid-term review and Hera (2019), *Review of the Global Health Preparedness Programme*, Final Report to Norad, Reet, Belgium, December (unpublished).

<sup>11</sup> From 2016 funding to all public sector agencies was required to undergo a separate audit. The normal audit by the Auditor General was not considered sufficient. This led to external auditing of funds transferred to institutions in the four partner countries.

continuation of the programme based on the Institute's professional skills. Norad also recommended a strengthening of operational development skills.<sup>12</sup>

The support to health sector reform in Ukraine has the MFA Section dealing with bilateral relations with Ukraine as the management unit.<sup>13</sup> The project was initiated by the Ukrainian Embassy in Norway following a meeting with the Norwegian Health Minister in February 2017. The collaboration has three main pillars: mental health, physical rehabilitation, and infection control/public health. The goal was to strengthen: 1) Mental health services, grief support and suicide prevention; 2) Post-stroke rehabilitation and child rehabilitation; and 3) Public health and infection protection. Funding is provided from MFA to the Ministry of Health which implements through four Norwegian public sector institutions: the Institute of Public Health; Sunnaas Rehabilitation Hospital, Akershus University Hospital and RVTS Øst (*Regionalt ressurscenter om vold, traumatisk stress og selvmordsforebygging, region Øst*).

Funding is provided for a four-year period (2019-22). It is regulated through an annual debit authorisation from MFA which gives the Ministry of Health the authority to use funds from MFA's chapter item 159.71. The letter specifies the needs for reporting. It provides for annual meetings between the ministries. It does not mention the need for any external project auditing. The same MFA section also manages a similar project in Ukraine through Correctional Services but through a multi-year grant letter (see case 1 above). The choice was based on practical considerations, the Ministry of Health preferred debit authorisation. Nor did it require additional staff as they had a person in the international section who could manage the projects (no additional debit authorisations for administrative costs were required). There are no formal agreement or memo between MFA and the Ministry of Health regulating the multi-annual dimension of the annual debit authorisation. This is based on email and informal communication.

## 5: Oil for development

The Norwegian "oil for development" programme has been a high-profile flagship initiative in Norwegian aid. Its purpose was to share Norwegian experiences in management of petroleum resources with developing countries. It was established in 2005 and has been managed by the "oil-for-development" (OfD) section in Norad.<sup>14</sup> From 2018 it became a main programme in Norad's new Knowledge Bank.<sup>15</sup> In 2021 it was decided to phase out the programme.

The Knowledge Bank was a department set up to coordinate and strengthen technical cooperation and sharing of knowledge in areas where Norway has competencies or sought-after experience. The Knowledge Bank's role was to facilitate cooperation with and the use of Norwegian public sector institutions where they have relevant sector competencies, while Norad has the competencies specific to international development in addition to required technical competency. With the reorganisation of Norad in September 2021, the Bank became a Hub located in the new Section on Private Sector and New Partnerships.

The Knowledge Bank currently (2021) has nine programmes in addition to the oil for development programme: Agriculture for Development; Renewable energy for development; Fish for Development; Gender Equality for

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<sup>12</sup> See letter from Norad to MFA, "Tilråkning videreføring av det globale helseberedskapsprogrammet", 7 June 2020.

<sup>13</sup> The team consulted relevant project documents, including the various debit authorisations.

<sup>14</sup> See also a formal presentation in Norad (2015), *The Oil for Development Programme*, Oslo (5 pages).

<sup>15</sup> Following the reorganisation of Norad in 2021 the responsible management unit is now the Section for Energy in the Department for Climate and Environment.

Development; Oceans for Development; Renewable Energy for Development; Statistics and Registry Cooperation; Tax for Development; and Health for development (in preparation).<sup>16</sup>

The Knowledge Bank has formal cooperation with numerous public sector institutions in Norway, including seven government ministries (in addition to MFA) and 17 other central government institutions (subsidiary and affiliated agencies). Disbursements from the oil for development programme in the 2016-2020 period to central government institutions are presented in the table below. Two government ministries and six subsidiary agencies have received funding from this Norad programme.

**Table A2.5 Disbursements from Oil for Development (NOK million)**

Project/agreement partner	2016	2017	2018	2019	2020	Total
<b>Oil for development agreement</b>						
Environment Agency	8.7	9.2	13.8	16.4	9.1	57.3
<b>Oil for development country programs</b>						
Statistics Norway		2.9	4.1	4.1	1.6	12.6
<b>General and country specific Oil for development agreements</b>						
Petroleum Directorate	3.5	4.6	9.3	16.3	8.0	41.8
<b>Technical assistance under Oil for Development</b>						
Coastal Administration	2.1	4.0	4.5	4.6	2.0	17.2
<b>General and country specific petroleum safety activities</b>						
Petroleum Safety Authority	1.5	3.2	2.7	4.0	2.7	14.1
<b>Technical assistance under Oil for Development</b>						
Ministry of Finance	0.5	0.9	0.7	0.8	0.3	3.2
<b>Oil for Development activities</b>						
Tax administration		0.9	0.6			1.5
<b>General and country specific support under Oil for Development</b>						
Ministry of Petroleum and Energy					0.5	0.5
<b>Total</b>	<b>16.3</b>	<b>25.6</b>	<b>35.8</b>	<b>46.2</b>	<b>24.3</b>	<b>148.1</b>

The team then selected disbursements to the Ministry of Finance, the Environment Agency, Statistics Norway, and the Petroleum Directorate for further examination. We also selected the OfD programme in Mozambique where these four institutions all have been active in the period. We analysed project documents (agreements, project descriptions, reports, and minutes from dialogue meetings) to capture management relations and reporting.

The purpose of working with the Ministry of Finance and the three agencies was to facilitate long-term institutional cooperation with Norwegian civil servants providing technical assistance and support. Programme activities included working together with colleagues in partner institutions on tasks they are required to perform; discussing policy issues; offering practically oriented training programmes, workshops, and delegation visits; conducting realistic exercises; participating in field visits; and providing comments and other input to drafts of legal documents.<sup>17</sup>

The engagement with the Ministry of Finance is linked to the financial component of the programme. The Ministry provides professional advice to the OfD-Secretariat in Norad and assists with planning and implementation of country programmes. This is provided by current and retired senior civil servants in the Ministry. These services are regulated by a grant agreement between Norad and the Ministry of Finance (it was originally a multi-year agreement, but the Ministry of Finance preferred an annual agreement). The agreement is based on a simplified template developed by OfD for services from public sector institutions to Norad's OfD programme. The agreement provides for an annual meeting to discuss the Ministry's report and planned activities in the coming year requiring contributions from the Ministry and procedures for commissioning

<sup>16</sup> See Norad (2020), *We share knowledge and Norwegian experiences. The Knowledge Bank Strategy 2020-2025*, Oslo (4 pages) and the list of *Samarbeidspartnere* presented on the website [norad.no/knowledgebank](http://norad.no/knowledgebank). The updated list of programmes is from the Government's 2021-2022 budget proposal (St. prop 1S).

<sup>17</sup> These are formulations contained in most introductory sections of the annual reports from the programme.

additional services. The Ministry invoices Norad for time spend and expenses incurred, within the framework provided in the agreement.

The services provided by the Ministry is a mix of support to the operations of the OfD Secretariat and contribution to planning and implementation of country programmes. This may potentially imply a mix of procurement (“driftsanskaffelser”) and technical assistance (“faglig bistand”). Considering the overall purpose (support to activities in developing countries), OfD and Norad have concluded that that the budget item for technical assistance should be used in funding the engagement and use of the Ministry of Finance.<sup>18</sup>

The use of the subsidiary agencies – the Environment Agency, Statistics Norway, and the Petroleum Directorate – follows a similar regulatory framework with grant agreements. The main difference is that the subsidiary agencies will tend to have bigger capacity to be involved (the Ministry will often rely on retired senior civil servants to deliver) and they may often also be engaged in formal institutional cooperation in partner countries (the Ministry does not do this). The amounts disbursed through these agreements are therefore also bigger than those disbursed to the Ministry.

Norway has provided petroleum assistance to Mozambique through OfD since 2006. This has gone through several phases (agreement periods). In 2017 OfD decided to start preparing a new 4-year holistic programme. The four Norwegian institutions above (and three other public sector institutions) were all commissioned through their framework/grant agreements to prepare inputs to the preparation of the new programme and subsequently to contribute to implementation in their respective areas.

In 2021 it was formally decided to phase out the oil for development programme, but it is expected that collaboration with most of the central government institutions will continue linked to related programmes (e.g., energy).

The grant agreements reviewed are all simple mechanisms to ensure smooth procurement of technical services and at the same allowing for flexibility in the use of the institutions. They are still adapted version of templates and models for grant agreements. Some of the other agreements between the Knowledge Bank and public sector institutions are far more complex. The important priority for the OfD programme has been the relationship between the Norwegian public sector institutions and their partners in the South. Approaches to achievements and results and how to report on this has also, according to interviews, improved and is much better now compared to earlier. Many of the Norwegian institutions involved focus on their professional and operational activities with less emphasis on how these activities contribute to planned objectives.

The team will also emphasise that although the OfD-programme is a flagship programme in the Knowledge Bank, it also emerges as a very demanding and complex programme to manage and implement. It involves numerous institutions, and the focus is on procuring technical assistance. Other programmes involving public sector institutions may enlist just one Norwegian partner institution. It may be funded through a Norad or embassy grant to a public sector institution in the South which then subcontracts a Norwegian partner (in this case it will not be captured in the database of aid through the Norwegian public sector). It may also be a long-term partnership where the Norwegian partners is responsible for implementing (through professional engagement, capacity building, and more). Main examples of this type of use of public sector institutions are Statistics Norway and the Norwegian Water Resources and Energy Directorate (NVE).

## 6: Funding to multilateral institutions

Some NOK 137.6 million has been channeled from MFA to other ministries for disbursements to several multilateral institutions. Both the amount and number of multilateral recipients have expanded in the evaluation with a significant increase in 2019 and 2020. The amounts and recipients are presented in the table below.

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<sup>18</sup> See e.g., *Juridisk vurdering av avtale mellom Norad og Finansdepartementet – OFU*, letter from Norad’s legal section to the OfU Section, 5 December 2016, and subsequent email communication on “Spørsmål om hva som er riktig budsjettpost for utgifter under rammeavtale med FIN».

**Table A2.6 MFA disbursements via other ministries to multilateral institutions (NOK million)**

Ministry/Multilateral Institution	2016	2017	2018	2019	2020	Total
<b>Mandatory contributions/core funding</b>						
<b>Ministry of Justice and Public Security</b>						
World Intellectual Property Organization	0.1	0.1	0.1	0.1	0.1	0.5
<b>Ministry of Education and Research</b>						
UNESCO	5.7	5.6	5.7	5.2	13.4	35.6
International Agency for Research on Cancer					3.9	3.9
<b>Ministry of Local Government and Modernisation</b>						
International Telecommunications Union*	2.5	2.4	2.3	2.5	3	12.7
<b>Ministry of Transport</b>						
Universal Postal Union	0.6	0.6	0.6	0.6	0.7	3.1
<b>Ministry of Climate and Environment</b>						
International Union for the Conservation of Nature	2.2	2.1	2	2.1	2.3	10.7
Montreal Protocol on Substances that Deplete the Ozone Layer					0.4	0.4
UN Environment Programme					26.8	26.8
UN Framework Convention on Climate Change					1.1	1.1
Intergovernmental Panel on Climate Change					0.5	0.5
Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES)					0.4	0.4
<b>Subtotal</b>	<b>11.1</b>	<b>10.8</b>	<b>10.7</b>	<b>10.5</b>	<b>52.6</b>	<b>95.7</b>
<b>Earmarked Funding</b>						
<b>Ministry of Justice and Public Security**</b>						
International Organisation of Migration				15.5	15.9	31.4
UN High Commissioner for Refugees					3	3
UN Office on Drugs and Crime					2	2
UN Office for Project Services		***		4.2		4.2
ICMDP - International Centre for Migration Policy Development				1.5		1.5
<b>Subtotal</b>				<b>21.2</b>	<b>20.9</b>	<b>42.1</b>

\*For 2016 to 2018 the management responsibility was with the Ministry of Transport.

\*\*There were no disbursements in 2016-18 captured in Norad's statistical database.

\*\*\* The Ministry of Justice reports on a disbursement of NOK 4.2 million to UNOPS in 2017 linked to the same Somalia project as the 2019 disbursement. The 2017 disbursement is not captured in Norad's statistical database and is therefore not included in the Table.

Funding comes in two types: core and earmarked funding. The core funding captures disbursements from MFA to other ministries to cover the ODA reported share of mandatory contributions ("pliktige bidrag") to multilateral institutions. In 2020, these transfers covered 11 multilateral organisations (up from five in 2016) managed ("forvaltet av" in MFA budget documents) by five government ministries. Mandatory contributions are the results of Norwegian membership or ratification of international treaties and conventions with budgetary implications. The earmarked funding is all through the Ministry of Justice, which provides grants to several multilateral organisations related to migration.

The team analysed the support to UNEP and the Montreal protocol via the Ministry of Climate and Environment (the Secretariat for the Montreal protocol is hosted by UNEP) as well as earmarked funding to IOM (and the related grant to UNOPS) via the Ministry of Justice for support to migration management in Somalia.

#### *Mandatory contributions*

The mandatory contributions to UN agencies and related international institutions are currently mostly funded from MFA's Ch. 151, item 74 ("Pliktige bidrag FN-organisasjoner mv"). The budget responsibility for this chapter item is now with MFA's Multilateral Department, and managed by its unit for Budget and Coordination.<sup>19</sup> There are no decision-making documents, assignment letters or grant agreements, or reporting requirements linked

<sup>19</sup> Email response to the team from MFA's Budget and Coordination Unit in the Multilateral Department, 27 August 2021.

to this. These disbursements are the result of Parliament's approval of international obligations.<sup>20</sup> Funds are disbursed from MFA to the relevant ministries based on formal requests for reimbursement. The funds are reported as income from MFA under budget chapters in the relevant ministry.

The ODA share of the mandatory contributions is small for most of the agencies. For the World Intellectual Property Organisation, it is just 3%. For the International Telecommunication Union, it is 18% and for the International Postal Union it is 16%. The share is decided by OECD DAC and may change during the financial year (so will the amount reported as ODA). The exception is the mandatory contribution to UNEP via the Ministry of Climate and Environment where 100% can be reported as ODA. For all other multilateral agencies with a focus on development, funding is provided directly from MFA to the agency. The mandatory contributions are paid by the other ministries and then the ODA share is refunded by MFA. In relation to the Ministry of Climate and Environment the process is explained by MFA:

“De pliktige bidragene ... utbetales av Klima- og miljødepartementet over kap. 1400 post 71 Internasjonale organisasjoner. KLD sender deretter et samlet refusjonskrav til Utenriksdepartementet for ODA-andelen for ODA-godkjente organisasjoner. Refusjonen fra UD posteres av KLD på kap. 4440 post 03 Refusjon fra Utenriksdepartementet (inntektspost), og utgiftsføres av UD over kap. 151 post 74 Pliktige bidrag FN-organisasjoner mv.”<sup>21</sup>

The expansion of agencies funded via other agencies, including the agencies and conventions funded via the Ministry of Climate and the Environment, seems to be linked to a deliberate effort by MFA to report expenditures by other ministries as ODA where this is justified and to a shift – especially in the case of the Ministry of Climate and Environment – of management from MFA to other ministries.<sup>22</sup> In the case of the Ministry of Climate and Environment this must also be seen in the context of that Ministry's role in the overall coordination of Norwegian climate and environmental policies – both domestic and internationally. MFA provides significant funding to the Ministry through debit authorisations (currently from budget items on climate and environment, and on sustainable oceans and marine pollution).<sup>23</sup> This included funds for the Ministry's participation in international activities, but also for programmes and project in developing countries (such as South Africa). The Ministry will also delegate some of this to subsidiary agencies (especially the Norwegian Environment Agency).

Norway has ratified the Montreal Protocol on Substances that Deplete the Ozone Layer and makes the mandatory contribution to the Protocol and to its multilateral fund. The funding to the Protocol is through the process described above. The support to the Fund (about NOK 18 million a year) is direct from Norad to UNEP (as the Secretariat for the Protocol). This is funded from Budget item 163.70 (Environment and Climate). The Ministry of Climate and Environment through the Norwegian Environment Agency is responsible for the daily communication and participation in annual meetings and negotiations. The management responsibility for this was with MFA but it was transferred to Norad (and its “green section”) in 2017. The Environment Agency's participation in the board meetings of the Montreal protocol is funded through the debit authorisation with the Ministry of Climate and Environment from the chapter post on environment and climate.

#### *Earmarked funding – migration management*

Earmarked funding to multilateral organisations via other ministries is much less and limited to the disbursements from the Ministry of Justice related to migration. Funding is disbursed to a range of multilateral agencies working with management of migration and refugees. The funding is received from MFA's budget chapter 179, item 21 (“flyktninger i Norge”, “særskilte driftsutgifter”) (179.21 is the current numbering, the budget structure changed in 2018). Nearly all funds from this chapter item are used to cover domestic costs in Norway, but a small amount is used for purposes abroad. Funding is based on reimbursement from MFA's chapter item 179.21. The budget figure is based on an assessment by a technical committee

<sup>20</sup> See also Statens Økonomiregelverk, para 6.4.2: “For tilskudd som staten gir som medlem av en internasjonal organisasjon, etter avtale med andre land om samarbeidstiltak eller etter avtale med internasjonale frivillige organisasjoner, gjelder ikke kravene til utlysning, søknad og utforming av tilskuddsbrev”

<sup>21</sup> From email communication to the team, 27 August 2021, from senior advisor in the Budget Unit, Multilateral Department, MFA.

<sup>22</sup> See also the letter to all ministries from MFA (2019), “Klassifisering av utgifter som offisiell bistand (ODA)», 8 February (from MFA's Department for Sustainable Development).

<sup>23</sup> See the debits authorisations from Ch. 163.70 (“Klimapakke – biologisk mangfold og miljøgifter”) and Ch.163.71 (“Bærekraftige hav og tiltak mot marin forurensning”). They are largely based on suggestions from the Ministry of Climate and contain a range of different and mostly multi-annual activities.

(«beregningsgruppen for utlendingsforvaltningen» - BGU) of projected needs. The Ministries of Justice, Education, and Family and Children then presents this to the Ministry of Finance which then instructs MFA in the budget process to set aside a certain amount to cover ODA-qualified expenses on refugees in Norway (budget post 179.21) for the use in relevant budget chapters in the three ministries.<sup>24</sup> The Ministry of Justice and the other ministries do not report to MFA on disbursements or on results. MFA's report to Parliament also specifically refer to the reports from the other ministries on how funds from this chapter post is spend.

ODA-reported earmarked funding from the Ministry of Justice to multilateral institutions are also acquired as part of the same process (to cover costs in Norway), although it has no direct relation to this. These disbursements are now managed directly by the Justice Ministry (and its Migration and refugee section in the Department of Migration).

The team examined the support provided to migration management in Somalia – a main recipient of such support from the Ministry of Justice (support to migration management is or has been provided also to several other countries and regions, including Sudan, Ethiopia, Kurdistan, and Afghanistan). The support to Somalia is provided through grants to the International Organisation of Migration (IOM) for training and capacity building to the Federal Government of Somalia. It is funded from the Ministry of Justice' Chapter item 490.72 («Internasjonalt migrasjonsarbeid, og assistert retur og reintegrering i hjemlandet»<sup>25</sup>). This item can also be used on

«prosjekt som støttar opp om dialog og forhandlingar med viktige opphavs- og transittland og om velordna, trygg migrasjon, blant anna returavtalar, retursamarbeid og styrking av migrasjonsforvaltninga i opphavs- og transittland. Det kan bli gitt slike prosjekttilskot til tiltak i land Noreg har, eller ønskjer å ha retursamarbeid eller migrasjonspartnerskap med».<sup>26</sup>

Parts of the expenditures from chapter item 490.72 is reported as ODA (and recorded as «income» from MFA's 03 budget in the Ministry of Justice' budget documents). The ODA funds are all from MFA's chapter item 179.21 («refugees in Norway»). All expenditures on migration management in Somalia are reported as ODA (and classified by the Ministry of Justice in DAC code 151 «Governance and civil society, general», subsector 90 «Facilitation of orderly, safe, regular and responsible migration and mobility»).

The Ministry of Justice' engagement with Somalia on migration management originated with efforts to facilitate return of immigrants from Somalia to their home country. In a May 2016 agreement between Norway and the Federal Government of Somalia Norway committed itself to support migration management and to provide USD 500,000 for the construction of headquarters for the Somali immigration authorities. The Directorate of Immigration also provided training to migration management staff in Somalia. In 2017, the Ministry of Justice made available NOK 4.2 million and signed an agreement with the UN Office for Project Services (UNOPS) for the construction of the facilities. An additional NOK 4.2 million was provided in 2019.<sup>27</sup> The construction itself began in 2019 and was completed in 2021. The Norwegian embassy in Nairobi managed the support in relation to UNOPS. In addition to this amount the embassy also provided a similar amount (from MFA chapter item Ch. 151.72 - Stabilisation of countries in crisis) to the UNOPS project. The total Norwegian ODA disbursement to UNOPS for the construction of office facilities was therefore NOK 12.6 million (see also the notes to Table A2.6 above).

In 2019 the Ministry of Justice decided to allocate NOK 5.5 million to IOM (to be paid in 2019 and 2020) to strengthen the Somali immigration authorities. Funding was provided for a senior advisor, a mentoring programme for staff and the construction of a border post with Ethiopia. This was managed directly by the Ministry through a grant letter to IOM.

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<sup>24</sup> Information derived from the budget documents from MFA and the three ministries as well as communication from MFA's Finance Section in the Human and Financial Services Department (email to the team from the policy director in the Section, 25 August 2021).

<sup>25</sup> The team consulted agreements and projects documents relating both to the UNOPS and the IOM grants, including email communication between the Ministry of Justice and the Embassy in Nairobi.

<sup>26</sup> The quote is from p.186 in the Ministry of Justice' *Prop. 1 S (2020–2021)*.

<sup>27</sup> Note that the first 2017 disbursement – through the Directorate of Immigration – is not captured in the statistics provided in Table A2.6.



These grants to migration management are reported in the Ministry of Justice' budget reports (St. prop 1). Both MFA and the Ministry reported on respective grants for construction project with UNOPS in the 2021 budget reports but does not make any reference to the grant through the other. The Ministry of Justice does not make specific reference to the completion of the construction in their 2021 report but reports on the overall grants for support to migration management in Somalia.

## Annex 3: List of persons interviewed

Silje Samanthi Vevatne	Senior Advisor, Grant Management Unit, Human and Financial Resources Department, MFA
Katharina Kraak	Policy Director, Grant Management Unit, Human and Financial Resources Department, MFA
Amund Johansen	Senior Advisor, Section for Security Policy and North America, Department for Security Policy and the High North, MFA
Hilde Austad	Senior Advisor, Section for Eastern Europe, Central Asia and Regional Organisations, Department for Security Policy and the High North, MFA
Kjersti Sommerset	Senior Advisor, Section for Humanitarian Affairs, Department for Multilateral Affairs, MFA
Anne Kristin Østenby Martinsen	Senior Advisor, Department for Operation Management, Section for Grant Management Systems, Norad
Solbjørg Sjøveian	Assistant Director, Department for Human Development, Section for Higher Education and Research, Norad
Heidi Sandvand Hegertun	Leader, Department for Partnerships and Shared prosperity, Section for Innovation, Norad (former Director, Knowledge Bank and “Oil for Development”)
Hanne Meldgaard	Policy director, Section for Partnership, Good Governance and Development Financing, MFA
Carl P Salicath	Senior advisor, Section for Humanitarian Affairs, Department for Multilateral Affairs, MFA
Monica Svenskerud	Policy director, Section for Humanitarian Affairs, Department for Multilateral Affairs, MFA
Jannicke Jæger	Senior advisor, Human and Financial Resources Department, MFA (formerly with the Section for Humanitarian Affairs)

## Annex 4: Technical note on the use of Norad's database

The first step was to identify disbursements from MFA reported as ODA (from the "03 budget"). Norad's database on aid records all ODA disbursements but does not identify which are from the 03 budget and which are from Parliament's appropriations to other ministries and institutions reported as ODA. The other ministries are identified in the Foreign Ministry's budget (St. Prop1) as the Ministry of Finance, the Ministry of Education and Research, the Ministry of Climate and Environment and Auditor General, but no figures are reported. From the annual budgets document and reports from these institutions we have validated this and then identified the reported disbursement in the Norad database. The amounts are presented in Table 2.1. and Fig. 2.1.

The next step was to identify the disbursements to the Norwegian public sector from MFA's aid budget. We deducted the amounts not relevant (explained in Ch. 1) and identified the total amount in Table 2.2. To identify disbursements to the different levels of the public sector and then the recipient institutions we had to construct additional variables. Three variables were created. They are named: *type*, *selfimpl*, and *ministry*. The variable *type* identifies the type of institution that implements projects (municipality, school, etc.). The variable *selfimpl* allows for identifying whether the institution itself implements the project, or whether funds are channelled further. The new variable *ministry* categorises the central government institutions by the responsible ministry. The mapping of each institution to a Ministry, as shown in Table 2.5, is based on information collected by us from the website of each institution, as this is not available in the aid statistics.

The team discovered that disbursements related to mandatory contributions to multilateral institutions channelled from MFA via other central government institutions were missing from the file provided by Norad. To remedy the issue, the team identified the budget chapters and posts of these disbursements in MFA's St. Prop1. We then identified these disbursements in the public database on aid statistics – summarised in Table A2.6. These disbursements are then manually added to the remaining tables in the report.

Table 2.2 and figure 2.2 are thus established based on the new variable *type*. Tables 2.4 and 2.3, which respectively identify and subtract refugee costs in Norway are established based on the relevant budget chapters which are dedicated to "refugee costs in Norway". Table 2.5 is established after filtering out these costs and using the new variable *ministry*. Again, relevant mandatory core contributions to multilateral institutions are added manually.

The Excel files for each table are provided together with the report.

Can be accessed on demand.