

# 2014



## RESULTS REPORT

### HUMAN RIGHTS AND DEMOCRACY





# FOREWORD

Human rights and democracy are central to Norwegian development policy. Norwegian development aid contributes to securing the rights of vulnerable groups, promoting freedom of speech and strengthening the rule of law, and to the implementation of democratic elections. Furthermore, Norway promotes democracy and human rights through political dialogue, normative work in multilateral fora and participation in the Universal Periodic Reviews of the UN Human Rights Council.

The most significant progress has taken place in the sphere of economic and social rights. The proportion of people living in poverty is falling, people are living longer, and more children are getting access to education. The picture for civil and political rights is more complex. Several countries are moving in an increasingly democratic direction. Mobile telephony and the Internet provide new possibilities for communication and participation. While social media and text messaging were used to mobilise protestors at Tahrir Square in Cairo and Maidan Square in Kiev, freedom of speech, freedom of association and women's rights came under pressure in many places. War and conflict offer poor conditions for the growth of democracy and human rights, while the absence of public participation and basic rights is a significant cause of conflict. More people die in wars now than ten years ago, and not since the Second World War have there been so many refugees as a result of conflicts.

This year's results report provides 25 examples of the effect of Norwegian support for democracy and human rights. It is important to learn from both good and poor results. We will engage in more activities that yield good results, and make changes in or terminate activities that yield poor results, and avoid repeating them. Twenty-five examples do not present the whole picture, but they show the breadth of our interventions which together provide a good illustration of the results of Norwegian efforts. The examples demonstrate that many individuals are better off because of Norwegian development aid, and institutions which promote democracy and respect for human rights have been better enabled to carry out their work. Development aid must build on internal forces for change and strengthen the authorities and civil society in tandem.

Norad's results reports are neither an evaluation of Norwegian development aid, nor are they research reports; however, much of the material is based on independent evaluations and international research. This report is primarily intended as a contribution to informing the debate on the results of Norwegian development aid.

Oslo, 11 December 2014

Villa Kulild  
Director

# CONTENTS

**Part 1** analyses some key development trends associated with democracy and human rights, and the effects of aid. In this part we present the general trends of Norwegian aid in this area, and some of the results to which Norway has contributed through multi-lateral organisations.

**Part 2** presents 25 examples of results. These are subdivided into four groups which together encompass fundamental principles and key dimensions linked to democracy and human rights:

- elections and participation
- accountability and transparency
- rule of law
- equality and non-discrimination

**Part 3** contains statistics which show the situation with regard to human rights and democracy in some countries, as well as statistics on aid from Norway and other donors.



Foreword	3
Aid for democracy and human rights	6
Main messages	8
<b>Part 1 Human rights and democracy:</b>	<b>13</b>
Human rights and democracy: Some trends	14
Democracy and human rights are rooted in values and institutions	15
Human rights and democracy – Two sides of the same coin	17
Support for human rights and democracy– some important challenges	17
Measuring the results of work for democracy and human rights	19
Considerable Norwegian support for human rights and democracy	19
How does Norway strengthen democracy and human rights?	21
Joint effort for human rights and democracy	23
Results through multilateral organisations	24
<b>Part 2 Examples of results of Norwegian aid for human rights and democracy</b>	<b>27</b>
Elections and participation	28
Examples of results	29
Example 1 Since 1999, UNDP has strengthened electoral systems and processes in 83 countries	30
Example 2 Women’s participation strengthens local democracy in Afghanistan	34
Example 3 The authorities and civil society together contributed to improved implementation of elections and wider participation in Uganda	36
Example 4 Good election implementation, but fragile democracy development in Palestine	38
Example 5 Democratic development through support to political parties did not yield desired results	40
Accountability and transparency	42
Examples of results	43
Example 6 Budget support to Tanzania and Mozambique promoted transparency, education and economic growth, but the poor are no fewer in number	44
Example 7 Statistics provide a basis for political decisions and for making the Malawian authorities accountable	46
Example 8 Fairer distribution of public resources in Ethiopia	48
Example 9 Requirement of disclosure of public documents secures the right to water in Tanzania	50
Example 10 Trade union movement contributes to more democratic management of petroleum resources in Bolivia	52
Example 11 Transparency increases tax revenue from Nigeria’s petroleum sector	54
Example 12 Better taxation systems augment state revenue and legitimacy in Tanzania	56
Example 13 Auditors general in Zambia and Uganda hold authorities accountable and expose irregularities	58
Example 14 Reliable information is important for strengthening human rights	60
Example 15 Free media disseminate necessary information to the general public	61
Rule of law	62
Examples of results	63
Example 16 Rule of law ensured by strengthening the justice sector in Moldova	64
Example 17 Rule of law strengthened in Tunisia’s new constitution	66
Example 18 Protecting human rights defenders strengthens the status of human rights in society	67
Example 19 Local community won case in constitutional court of Indonesia	68
Example 20 Human rights organisation strengthens the rule of law in Palestine	70
Equality and non-discrimination	72
Examples of results	73
Example 21 Right to land strengthened for women in Uganda	74
Example 22 Less discrimination of sexual minorities in Nepal	76
Example 23 Local communities in Africa disassociate themselves from female genital mutilation (fgm)	78
Example 24 Child workers are given education and protection in Guatemala	80
Example 25 Persons with disabilities have strengthened their right to work in Palestine	82
<b>Part 3 Statistics – facts and figures</b>	<b>85</b>
3.1 The development situation in recipient countries – human rights and democracy	87
3.2 Norwegian development aid in 2013	97
3.3 Aid from Norway and other donor countries	103
3.4 Tables	107

# AID FOR DEMOCRACY AND HUMAN RIGHTS

Democracy and human rights are key priorities for Norwegian foreign and development policy, and have been important to development cooperation since its beginnings more than 60 years ago.

Lack of democracy and lack of human rights are dimensions of poverty. In addition to the absence of material welfare, poverty is characterised by limited opportunities to influence one's own life, participate in society and contribute to political and economic development. Human rights and democracy are expressions of values such as freedom, equality and human dignity.

## The Norwegian government's overarching objectives for development cooperation

«Development cooperation shall support countries in their work for lasting poverty reduction, democracy and human rights.» In addition, «Human rights shall be emphasised in all development policy.»

Budget proposal (2014–2015) to the Storting.

Norway employs a broad range of measures in its work to strengthen human rights and democracy. Among these are political dialogue with other countries, contributions to the normative work of international fora and participation in the Universal Periodic Reviews of the UN Human Rights Council. In combination with concrete development aid interventions, these instruments can be effective in the international struggle for a more just world.

Norwegian support contributes actively to strengthening central UN organisations such as the United Nations Office of the High Commissioner for Human Rights (OHCHR) and the United Nations Development Programme (UNDP). Through economic and technical support, Norway assists partner countries in complying with their obligations, developing democratic institutions and holding elections. Even when institutions exist, capacity and resources are needed so that laws and policies to ensure democracy and human rights are adhered to in practice. In order to fulfil their human rights obligations, states must have the ability to mobilise national revenue and manage public finances. Norwegian development aid makes a contribution to this. Civil society can play an important part in holding governments accountable for their obligations, strengthening participation, raising individuals' awareness of their rights and monitoring human rights. Free media are important for holding governments accountable through information and debate on public administration, legislation and policy. Norwegian development aid also makes a contribution to this.

Norway works to strengthen human rights and democracy in a number of countries and with various cooperation partners. There is often a considerable distance between the content of international conventions via national legislation, and the situation in local communities. Support for human rights and democracy must build upon internal forces in partner countries that push for change, and the support must be based on shared objectives. In many of the countries with which Norway cooperates, traditional legislation and practice which conflict with fundamental human rights exist side by side with formal legislation. Often it is these traditional laws and justice systems that the citizens must relate to. In such contexts, Norway's economic and technical support can be directed towards traditional or religious leaders who at the outset do not share our objectives and values, but who have the power, resources and networks that are necessary to achieve change.

There are many positive development trends. An increasing number of countries are moving towards democracy, and economic, social and cultural rights are being reinforced in many of Norway's partner countries. However, the increasing pressure exerted on civil and political rights provides grounds for concern. A battle is taking place over the values that human rights and democracy represent. Civil society has limited scope for manoeuvre in many countries. International negotiations are concerned not only with achieving progress, but also with preventing regression. A number of countries are also in the midst of armed conflicts and humanitarian crises that have resulted in massive violations of human rights and dramatic setbacks to democratic development.

This results report presents 25 examples that illustrate some of what Norway has achieved, and give direction to future work.



## MAIN MESSAGES



Photo: Ken Opprann

### 1

#### **POSITIVE DEVELOPMENTS FOR HUMAN RIGHTS AND DEMOCRACY, BUT ALSO SETBACKS**

Positive developments have taken place in terms of human rights and democracy since the Second World War. An increasing number of countries have implemented democratic elections and reforms. More than 160 countries are parties to the UN Conventions on civil and political rights, and on economic, social and cultural rights. However, in terms of actual fulfilment of human rights, the picture is more complex. In many countries, economic, social and cultural rights have developed in a positive direction, but in some, developments in civil and political rights have been negative. Internationally agreed rights are once again under pressure, particularly women's rights. This situation is an expression of genuine conflicts of values. An increase in armed conflicts and humanitarian crises is also bringing the growth of democracy and human rights to a halt for many people.

### 2

#### **LACK OF DEMOCRACY AND HUMAN RIGHTS IS AN ASPECT OF POVERTY**

Poverty is more than just a lack of material welfare. The absence of democracy and human rights limits the possibility for human beings to influence and improve their own lives. Strengthening human rights and democracy can therefore reduce poverty, in addition to being an objective in itself.

### 3

#### **DEMOCRACY HAS POSITIVE EFFECTS ON ECONOMIC GROWTH**

Studies which examine developments over several decades have found that democracy positively affects economic growth. Factors which make democracy beneficial for growth include an improved investment climate, better education, the spread of technology and ideas, and less social unrest.



## 4

### **REFORMS CANNOT BE BOUGHT**

If aid for democracy and human rights is to yield results, it must draw on local forces that push democracy and the growth of human rights from within. It is important for donors and recipients to share the same objectives, and it is essential for donors to understand the local context and the interests and motivations of the various actors. Sometimes agreement on shared objectives cannot be reached due to conflicting values, and in such cases it cannot be assumed that the aid will yield results.

## 5

### **WILLINGNESS TO ACCEPT RISK IS NECESSARY**

The risk of not achieving the overall objectives of the aid with respect to human rights and democracy is relatively high. There is a long distance between the implementation of activities and their effects on the individual and society. It may be difficult to accomplish changes in attitude, behaviour and institutions, especially if they challenge the position of power of some actors. Progress may be rapidly reversed by factors beyond the control of development aid. All aid interventions must assess risk and attempt to organise development cooperation in such a way as to reduce it.

## 6

### **CLEAR POLITICAL REACTIONS TO HUMAN RIGHTS VIOLATIONS ARE NECESSARY**

It is necessary to react to serious human rights violations. International attention and solidarity provide protection for vulnerable individuals and groups, and the assurance that they are not alone. There is no basis in research to suggest that cuts in aid alone are a suitable means of improving the human rights situation. However, there may be other legitimate reasons to cut, reduce or redistribute aid. Aid can make a positive contribution to supporting organisations and groups which work to strengthen human rights.

## 7

### **PUBLIC INSTITUTIONS ARE CRUCIAL TO HUMAN RIGHTS AND DEMOCRACY**

The bulk of Norwegian support for human rights and democracy is devoted to strengthening institutions in the partner countries. Political will is important, but not sufficient to achieve change. Adequate capacity and resources in central public institutions such as parliaments, ministries, offices of the ombudsman and the judiciary are crucial for a well functioning democracy. Support for institutional development is only effective when it is requested by the country or the institutions themselves, has specific objectives regarding what the institution should be capable of carrying out, and strengthens systems and not only individuals.

## 8

### **GOVERNMENTS AND CIVIL SOCIETY MUST BE STRENGTHENED IN PARALLEL**

Elections are a fundamental aspect of the process of democratisation. Governments and civil society play different but complementary roles. It is the government of a country that is responsible for fulfilling the rights of its inhabitants and paving the way for democratic processes. Among other things, civil society organisations work to make governments accountable. These organisations strengthen local participation, make individuals aware of their rights and act as human rights watchdogs. In some countries, the latitude of civil society has been restricted in recent years through legislation or state intervention. When key political and civil rights such as freedom of speech, freedom of organisation and freedom of assembly are restricted, it constitutes a challenge to democracy.

## 9

### **ELECTIONS ARE A NECESSARY BUT NOT SUFFICIENT CONDITION FOR DEMOCRACY**

Elections are a fundamental aspect of the process of democratisation. It is frequently an important first step on the road towards a more democratic society. Elections in themselves do not ensure the development of democracy. In order for elections to give governments legitimacy, they must be perceived as free and fair. All the candidates must have equal opportunities to pursue electoral campaigns and present their programmes to the electorate. In countries with a lack of security, fragile stability or smouldering conflicts, opening up for democratic processes and elections may entail a risk. Conflict may result if major groups are unwilling to respect democratic rules, or politicians have a limited opportunity to fulfil the expectations of the electorate.



**Guatemala**

– Child workers gained access to education and prospects of a better future

**Cuba**

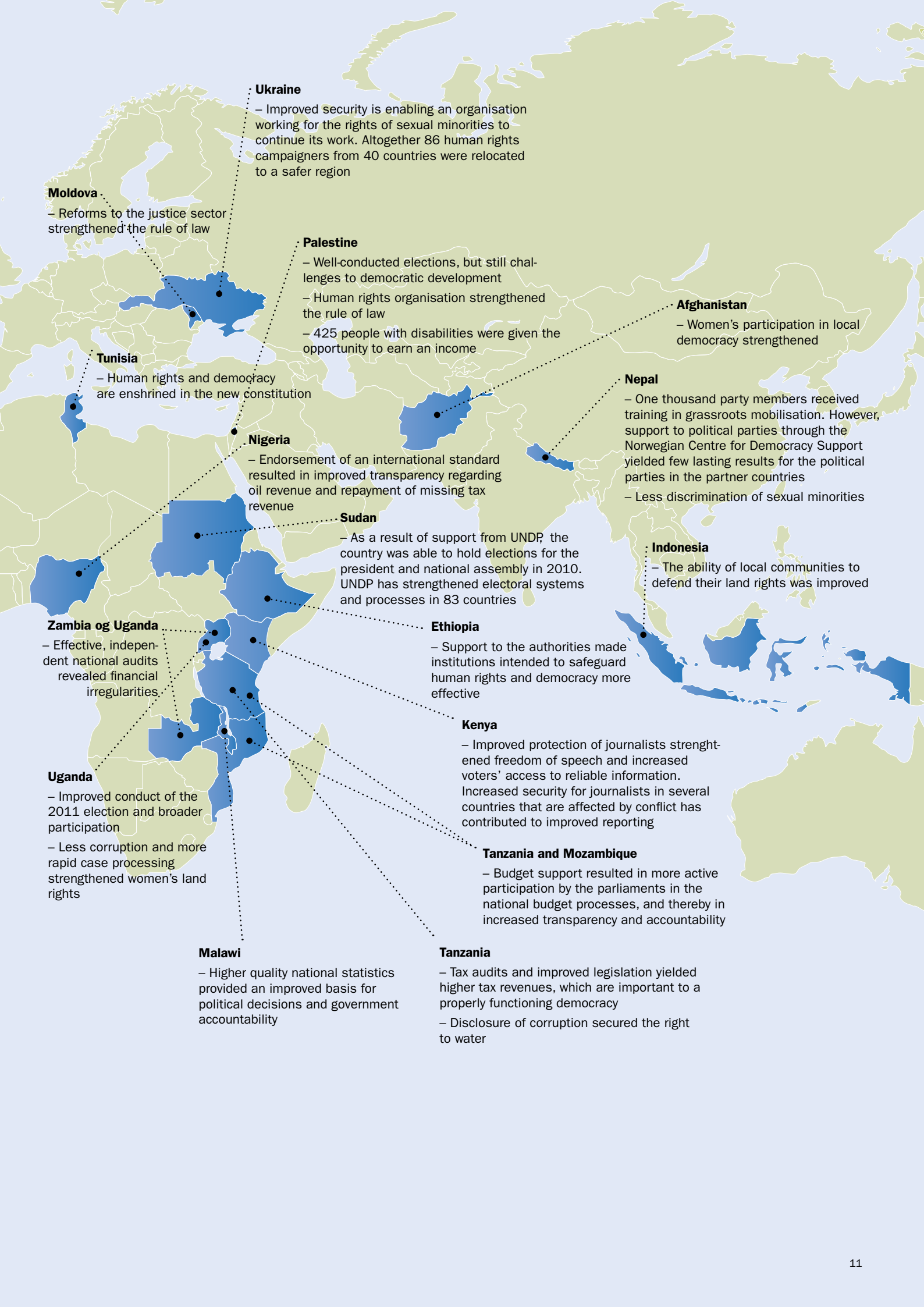
– Eight hundred human rights violations have been documented. Reliable and systematic information helped to strengthen human rights work here and in a number of other countries

**Senegal**

– Seven thousand public declarations against female genital mutilation in Senegal and seven other African countries represent significant steps in combating this practice

**Bolivia**

– An active trade union movement provided more transparency and worker participation in the petroleum sector



**Ukraine**

– Improved security is enabling an organisation working for the rights of sexual minorities to continue its work. Altogether 86 human rights campaigners from 40 countries were relocated to a safer region

**Moldova**

– Reforms to the justice sector strengthened the rule of law

**Palestine**

– Well-conducted elections, but still challenges to democratic development  
– Human rights organisation strengthened the rule of law  
– 425 people with disabilities were given the opportunity to earn an income

**Afghanistan**

– Women’s participation in local democracy strengthened

**Tunisia**

– Human rights and democracy are enshrined in the new constitution

**Nepal**

– One thousand party members received training in grassroots mobilisation. However, support to political parties through the Norwegian Centre for Democracy Support yielded few lasting results for the political parties in the partner countries  
– Less discrimination of sexual minorities

**Nigeria**

– Endorsement of an international standard resulted in improved transparency regarding oil revenue and repayment of missing tax revenue

**Sudan**

– As a result of support from UNDP, the country was able to hold elections for the president and national assembly in 2010. UNDP has strengthened electoral systems and processes in 83 countries

**Indonesia**

– The ability of local communities to defend their land rights was improved

**Zambia og Uganda**

– Effective, independent national audits revealed financial irregularities

**Ethiopia**

– Support to the authorities made institutions intended to safeguard human rights and democracy more effective

**Uganda**

– Improved conduct of the 2011 election and broader participation  
– Less corruption and more rapid case processing strengthened women’s land rights

**Kenya**

– Improved protection of journalists strengthened freedom of speech and increased voters’ access to reliable information. Increased security for journalists in several countries that are affected by conflict has contributed to improved reporting

**Tanzania and Mozambique**

– Budget support resulted in more active participation by the parliaments in the national budget processes, and thereby in increased transparency and accountability

**Malawi**

– Higher quality national statistics provided an improved basis for political decisions and government accountability

**Tanzania**

– Tax audits and improved legislation yielded higher tax revenues, which are important to a properly functioning democracy  
– Disclosure of corruption secured the right to water

# Part 1





# HUMAN RIGHTS AND DEMOCRACY

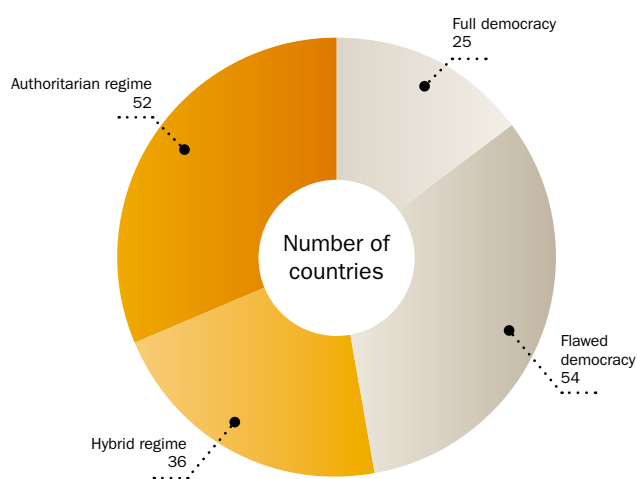
Part 1 first presents some main trends in the development of human rights and democracy. Democracy and human rights are rooted in values and institutions, and this report shows how Norway works together with others to strengthen them. Information is also presented on the amount of Norwegian development aid allocated to this area, and the report elucidates some of the challenges associated with measuring the results of this aid. Support for human rights and democracy presents a number of dilemmas which are briefly discussed in this section.

## HUMAN RIGHTS AND DEMOCRACY: SOME TRENDS

Lack of respect for human rights and fundamental democratic principles represents a violation against the individual. It may result in societal development slowing down or taking a wrong turn. This may have serious consequences for the citizens and the country, as well as for the region and globally. The current crises in Iraq, the Central African Republic, Syria and South Sudan clearly demonstrate this. Failure to fulfil human rights and weak democratic institutions are among the causes of conflict underlying all of these crises.

In a long-term perspective, the trend in democracy and human rights is positive, even though it has been uneven and at times characterised by stagnation and setbacks. Over the past two centuries, the world has experienced three great waves of democratisation.<sup>1</sup> During the first wave in the 19th century, autocracy was abolished in many European countries, and in that period democracy emerged in Norway. The second wave of democratisation came in the aftermath of the Second World War. Post-war decolonisation resulted in many new, independent states but only a minority of these became fully democratic. The third and largest wave took place in the 1980s and 1990s when a number of countries in Latin America, Asia and especially Eastern Europe, following the collapse of the Soviet Union, developed into more or less democratic societies. According to Freedom House, the number of electoral democracies in the world increased by 53 between 1989 and 2013. Most regimes today hold elections and claim to be democracies, although in many places this is more in word than in deed. Figure 1.1. shows that many countries still have authoritarian government.

**FIGURE 1.1. ALMOST HALF OF THE COUNTRIES IN THE WORLD ARE FULL DEMOCRACIES OR FLAWED DEMOCRACIES**



Source: Economist Intelligence Unit, Index of Democracy 2013

The Economist Intelligence Unit categorises governance into four groups, ranging from full democracy to authoritarian regime. Of the 167 countries analysed, 52 are defined as authoritarian. Altogether 37 per cent of the world's population lives in countries with authoritarian regimes. Thirty-six countries are defined as hybrid regimes, meaning that these countries do hold elections, but that they have major weaknesses and the government places restrictions on its opponents. Eleven per cent of the world's population lives in the 25 countries that have achieved the status of full democracies.

1 Samuel P. Huntington (1991) The Third Wave: Democratisation in the Late 20th Century

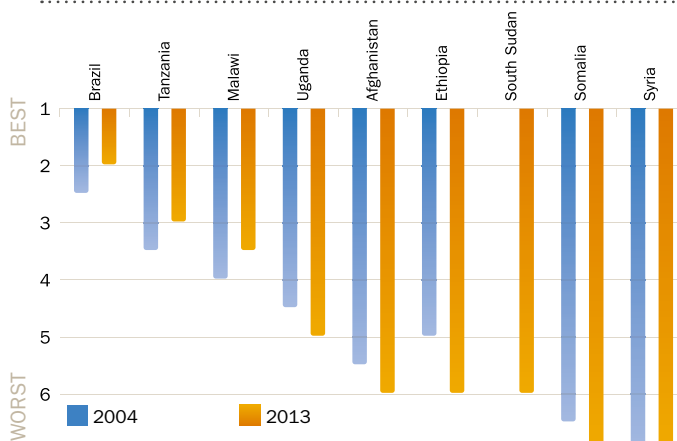
The development of human rights stretches back to Ancient Greece and the Enlightenment, but did not gain momentum until after the Second World War. When the UN was founded after the end of the war, there was agreement that the world needed mechanisms to ensure that history would never repeat itself. Human rights were formalised through the UN Treaty and the 1948 Universal Declaration of Human Rights. An international system was thereby established to safeguard universal rights. More than 160 countries have endorsed the UN's two main conventions, on civil and political rights and on economic, social and cultural rights, respectively.

In recent decades the picture has become more complex. On the one hand, knowledge of human rights and democracy has increased in most parts of the world. The internet and social media provide new opportunities to gather and share information. Regimes that are not found to be legitimate are challenged through mass demonstrations and protests, for example in several of the Arab countries. On the other hand, the world is marked by long-term conflicts, humanitarian crises, climate change and terrorist threats. Such upheavals put democratic and human rights values to the test.

There is increasing pressure internationally to restrict human rights. A number of countries have formed an alliance to gain acceptance in the UN for restrictive interpretations of and restrictions on existing human rights. They justify this pressure with references to traditional and religious values and to principles of national sovereignty and non-interference. The pressure is particularly evident with regard to the rights of women and girls.

There is a wide gap between the obligations that countries have undertaken and their compliance in practice. In a number of countries and regions, developments in civil and political rights are showing a negative tendency, and there are restrictions on democratic scope for manoeuvre (see Figure 1.2.). Civil society in several countries finds that the authorities place restriction on its activities. Arguments linked to security and terrorist threats are used in many countries to justify oppressive state control and surveillance.

**FIGURE 1.2. DETERIORATION IN CIVIL AND POLITICAL RIGHTS IN MANY COUNTRIES**

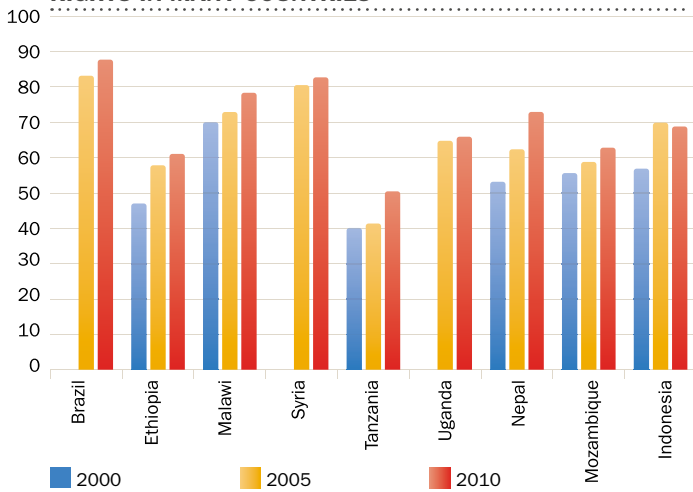


Source: Freedom House, Freedom in the World-Index

The Freedom in the World Index assesses political and civil rights. The index shows that developments over the past ten years have been mixed. While Brazil, Tanzania and Malawi score better in 2013 than in 2004, the situation in Uganda, Afghanistan and Somalia has deteriorated. Both Somalia and Syria received the lowest possible scores for political and civil rights in 2013. The Freedom in the World report for 2014 concludes that there has been a deterioration in global political and civil rights for the eighth successive year.

Considerable economic growth has taken place in many developing countries. In most of these, growth has been uneven, characterised by significant and in some cases growing inequalities between men and women, rich and poor, urban and rural populations, and between different ethnic groups. For example, there has been a general drop in mortality for children under the age of five, but the gap in child mortality between those with the lowest and highest incomes has increased.<sup>2</sup> However, many of the recipient countries of Norwegian aid have seen progress regarding the right to education, health, shelter, food and work in recent years (see Figure 1.3.).

**FIGURE 1.3. ADVANCES IN ECONOMIC AND SOCIAL RIGHTS IN MANY COUNTRIES**



Source: Index of Social and Economic Rights Fulfillment (SERF), The Economic and Social Rights Empowerment Initiative.

The SERF index measures the degree to which social and economic rights are safeguarded, on the basis of the right to education, health, shelter, food, work and income. The scale is from 0 to 100, where 100 indicates full safeguarding of rights. Ethiopia, Malawi, Tanzania, Nepal, Mozambique and Indonesia have all experienced progress from 2000 to 2010. Syria has a relatively high score, but as unrest has increased since 2011, it is likely that social and economic rights have undergone a marked downturn. There is a limit to the data that can be captured from various countries, and the most recent figures available are for 2010.

2 UNHCHR and CESR (2013) Who will be accountable? Human rights in the Post-2015 Development Agenda

## DEMOCRACY AND HUMAN RIGHTS ARE ROOTED IN VALUES AND INSTITUTIONS

Human rights and democracy are about values. The most fundamental values are human dignity, freedom and equality of the individual. Both democracy and human rights are about the relationship between the state and the individual, and build on the notion that everyone has the same rights, irrespective of their social or economic status. To realise these values, institutions and processes are needed that can help to assure them in practice.

Democracy is a way of organising political power in a state. A common definition is that democracy is a system of decision-making with participation through universal suffrage and with political rights that make opposition and competition between organised alternatives possible. Although there are similarities between democracies, none are identical; all are influenced by history and culture. There is no international agreement on a shared definition of democracy.

Human rights law forms part of international law. The main purpose of international law is to regulate relationships among states. In some cases, international law also deals with the legal relationships between individuals and states, and between organisations and states. Human rights are defined on the basis of practice in international bodies and through case law. Human rights conventions are legally binding agreements between states which have themselves chosen to be subject to international legislation. By virtue of the fact that international agreements place obligations on states, only states can be held accountable, for example in the international courts of human rights.

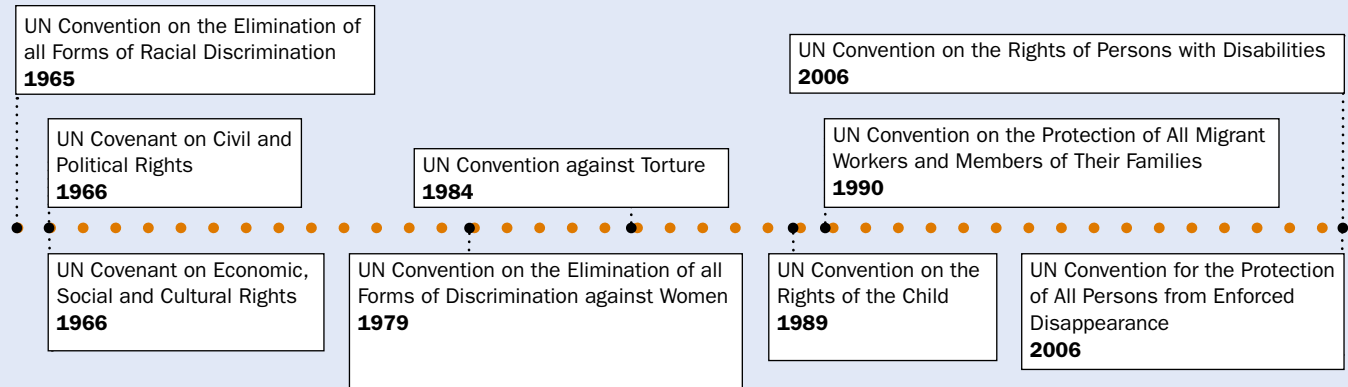
Examples 3, 8 and 13

Examples 1, 2 and 5

### Human rights conventions

On 10 December 1948, the UN General Assembly adopted the Universal Declaration of Human Rights. The Universal Declaration begins its preamble with the words: "...recognition of the inherent dignity and of the equal and inalienable rights of all members of the human family is the foundation of freedom, justice and peace in the world".

The number of ratifications has doubled since 2000. However, the fact that a country ratifies a convention is no guarantee that the rights of its inhabitants will be upheld. For all the conventions, a committee is established to monitor whether the states are observing their obligations. The committees have experienced a considerable increase in their tasks, and the number of complaints schemes has increased from three in 2000 to eight in 2014.



Example 22

The state has the responsibility to respect, protect and fulfil human rights. Respect means that the state itself must not undermine these rights. Protect means protection against a third party that may be a threat to these rights, such as business interests or political or religious movements. Fulfilment of rights implies that the state makes provision for and implements measures to ensure that human rights are fulfilled.

The scope of the role and responsibility of states is understood in different ways. Human rights conventions allow scope for interpretations and different approaches, while setting certain minimum standards, for example with regard to ensuring the people's access to health services.

**Businesses have a responsibility to respect human rights**

The UN's guiding principles on business and human rights were adopted in 2011. These principles have contributed to clarify the respective roles and areas of responsibility of states and businesses. For the first time, there is international agreement that business has an independent human rights responsibility.

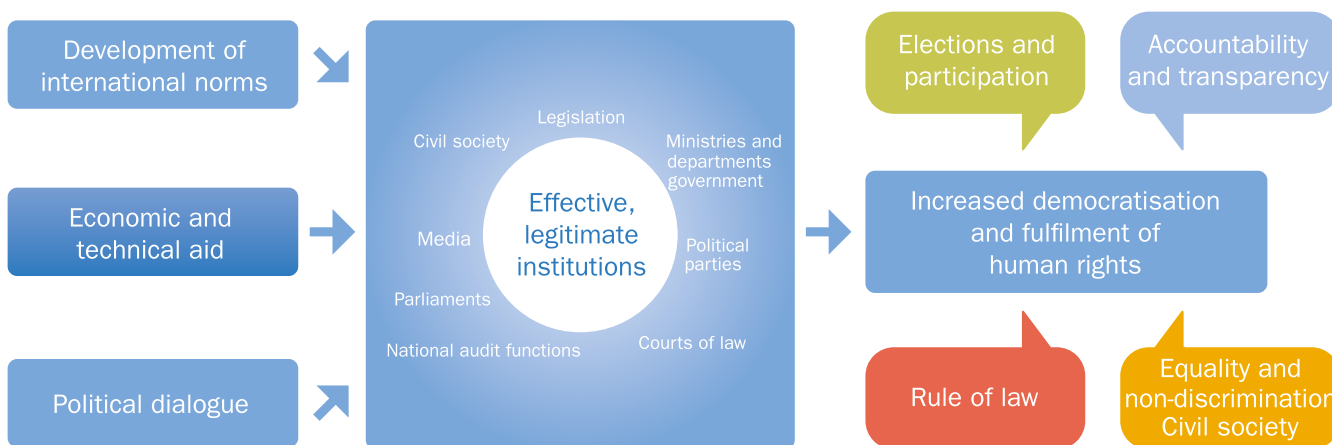
*OHCHR (2011) Guiding Principles on Business and Human Rights*

Human rights are indivisible and mutually reinforcing, and may be classified in various ways. The first human rights were formulated in order to protect individuals from the power of states to restrict basic rights and freedoms, often referred to as political and civil rights. Another set of rights are referred to as economic, social and cultural rights. Most human rights conventions also contain provisions on protection against discrimination on the basis of gender, ethnicity, language or religion.

Most Norwegian aid in this area is aimed at strengthening institutions in the partner countries. Effective and legitimate institutions are important for achieving the objectives of democracy and human rights (see Figure 1.4.). By institutions we mean both formal and informal, state and non-state organisations, as well as norms, laws and rules. Institutions have different roles and functions which often act as mutual checks and balances. Together, they are intended to contribute to just and peaceful handling of the conflicts of interest and power struggles that exist in any society.

Example 2, 21 and 23

**FIGURE 1.4. EFFECTIVE AND LEGITIMATE INSTITUTIONS AS A MEANS TO ACHIEVING DEMOCRACY AND HUMAN RIGHTS**



The figure illustrates how aid to institutions contributes to increased democratisation and fulfilment of human rights. The development of democracy and human rights rarely, if ever, follows the linear progression depicted in the figure. Lack of political will, internal and external conflicts and natural disasters will often result in reversals and increase the risk of failure to achieve objectives. The examples in Part 2 of the report are divided into the following groups: elections and participation, accountability and transparency, rule of law, and equality and non-discrimination.



## HUMAN RIGHTS AND DEMOCRACY – TWO SIDES OF THE SAME COIN

Public participation and human rights are central to democracies. Human rights encompass rights that are fundamental to a well-functioning democracy, such as freedom of speech and assembly. Fundamental democratic principles such as participation, non-discrimination and the rule of law are closely linked to human rights.

### Good governance

The concept of “good governance” is attributed various meanings in the context of development aid. It may be understood as effective governance, legitimate governance, governance that safeguards human rights and governance that contributes to poverty reduction. The Norwegian government states that “Human rights, democracy and good governance are closely interlinked and are mutually interdependent” (Budget Proposal (2014–2015) to the Storting, page 48). This results report focuses on democracy and human rights.

Example 9, 10 and 11

Example 6, 23 and 24

Example 22, 24 and 25

Civil and political rights are most commonly associated with the concept of democracy, because they give the people rights to influence decision-making processes and the distribution of resources. Economic, social and cultural rights are also closely linked to democracy. They deal with rights that are necessary for genuine participation, such as education, health, freedom of organisation, food and housing. While democracy is linked to processes for distributing power and choosing who is to govern, human rights are central to the content of policy and practice. It is difficult to imagine that a country which respects, protects and fulfils human rights would not also be democratic. Democracy per se is not sufficient to ensure the fulfilment of important human rights. Marginalised groups are often not represented to the same degree as other groups in parliaments and other policy-making institutions. At the same time, democratic governance and accountability are important parameters for the respect and fulfilment of human rights.

## SUPPORT FOR HUMAN RIGHTS AND DEMOCRACY – SOME IMPORTANT CHALLENGES

Few systematic studies have been conducted on the effects of aid on democracy and human rights. The research and evaluations that exist point in different directions.<sup>3</sup> It is nevertheless possible to detect certain tendencies.<sup>4</sup>

### The effects of democracy on economic growth

The question of which form of governance is optimal for economic growth is central to research and to the development debate. The debate on whether other forms of governance than democracy may be better for promoting economic growth has been made par-

<sup>3</sup> Agnes Cornell (2013) *Does regime type matter for the impact of democracy aid on democracy?* Democratization, Vol. 20 (4)

<sup>4</sup> Lise Rakner, Bård A. Andreassen og Malcolm Langford (2024) Memorandum. *Overview of research findings regarding aid in support of democratisation and human rights observance* (unpublished)

ticularly topical by the high, enduring rate of growth in China. It is claimed that authoritarian countries can more easily implement large public investment projects, reform programmes, and rezoning of land. At the same time, there are indications that democracies have other advantages that are important, especially for the promotion of business development and profitable investment. The arguments are that democracies are better at achieving dissemination of ideas and technology, they more easily develop a good, broad-based education system, and they provide greater social stability and protection of the right to private property.

It is difficult to distinguish the effect of democratisation with certainty, because a number of factors other than differences in forms of governance affect a country's economic growth. The broadest dataset exists for the post-1960 period and includes many countries that have moved from authoritarian forms of government to democracy.

Several recent studies conclude that democratisation has a positive effect on economic growth.<sup>5</sup> The magnitude of the effect varies, but is in the region of one to two percentage points per year. No research results of this type are indisputable, but the results suggest that democratisation may contribute to stronger economic growth in developing countries.

### Security and stability

In countries that have experienced conflict and in fragile states, peace agreements, security sector reforms and establishing the rule of law can pave the way for democratic development and respect for human rights. In countries with a lack of security, fragile stability or smouldering conflicts, opening up for democratic processes can entail a risk. When an absence of democratic values and principles constitute the basis for the conflict, the introduction of democratic processes and civil and political rights may help to reduce the conflict. Establishing new institutions, drawing up a new constitution and implementing elections can lead to lasting peace. It may also cause a return to conflict if there is no will among the principal groups to respect democratic rules, or if the politicians have limited opportunities to fulfil the expectations of the electorate. In such a situation, aid may play an important role by strengthening key institutions and ensuring that the basic welfare needs of the people are met.

### National ownership and shared objectives

National ownership is a central principle in all societal development. It means that cooperation is based on the countries' own policies and priorities. In order for development aid for human rights and democracy to be effective, Norway and its partner countries must have shared objectives for what the aid is to achieve. Sometimes the principles of national ownership and shared objectives are conflicting. This may be attributed to the fact that the people who have power and decision-making authority in a country are not the ones who are exposed to human rights violations. There may also be a wide gap between obligations and their actual realisation in the partner countries. Failure

<sup>5</sup> Carl Henrik Knutsen (2012) *Democracy, State Capacity, and Economic Growth*. World Development, Vol 43. See also Daron Acemoglu, Suresh Naidu, Pascual Restrepo og James A. Robinson (2014) *Democracy Does Cause Growth*. NBER Working Paper 20004

Resultateksempl  
6

Example 16 and 20

Example 4

Example 17

to fulfil human rights obligations and stated political objectives for democratic development may be due to the partner countries not actually wanting, or not prioritising human rights and democracy. In many countries, traditional justice systems or practice that is in conflict with basic human rights principles is maintained despite the countries having ratified human rights conventions and thereby committed themselves to integrating them into national legislation.

#### Results depend on internal forces

Irrespective of whether Norway cooperates with governments or civil society organisations, it is essential to back internal agents of change who work for democracy and human rights. Research shows that the results of aid to democracy depend on the existence of internal forces which support democratisation from the bottom up.<sup>6</sup> External aid can be effective when it supports internal processes. In the transition from an authoritarian government to a democracy, support for internal forces is of the greatest importance. Long-term aid for institution-building becomes more important in the consolidation phase. International human rights networks have had great significance in improving the human rights situation worldwide because pressure from the bottom up works best in combination with pressure from outside. While supporting internal change agents, we must often work with actors who do not fundamentally share our values and objectives. These may be traditional or religious leaders who generally have the power, resources and networks necessary to achieve change.

#### A balanced approach is most effective

It is a country's government that has the responsibility to protect the rights of its inhabitants and to pave the way for democracy. Aid can help to strengthen the capacity of governments, develop better and more effective national systems and initiate change processes. Budget support and other forms of aid can help parliaments to gain greater influence over budget processes, and civil society to hold the government accountable for its expenditure. At the same time, bilateral aid may help to cement authoritarian power relations because the support favours the current government. This type of aid may also undermine the authorities' accountability to the electorate, because taxation of the people becomes less important when aid represents a large part of the state's revenue.

Multilateral and bilateral aid primarily assist the government in improving institutions and structures at national level. A combination of support for governments and for civil society can strengthen the ability of key actors to play their parts in a constructive manner.<sup>7</sup> In practice, this is often challenging. A lack of willingness on the part of the authorities coupled with institutions with limited capacity often makes it necessary to channel a substantial proportion of the aid to civil society. This can represent a dilemma for donor countries because civil society organisations are frequently not based on membership and therefore

do not have a democratic mandate. International support for civil society may serve to weaken the organisations' base and legitimacy among the citizens.

#### Support through civil society is effective, but has limited scope

There are many examples of the effectiveness of support to civil society organisations. The observations made by Norad's civil society panel in 2012 of the social effects of development work by Norwegian organisations in Africa and Asia showed that the aid resulted in greater social engagement, stronger social fellowship across group interests, and a more diverse organisational life. These are prerequisites for the strengthening of human rights and democracy. The organisations' interventions are often highly effective locally, but their scope is limited. It is challenging for small organisations to scale up the interventions to national level.<sup>8</sup>

#### When developments take a wrong turn

Serious human rights violations or threats to a democratic development require donors to analyse the situation and assess how they can contribute to reverse such developments. The first step is generally to express concern. Development policy tools that may be relevant include to freeze or reduce aid, or to change the manner in which the aid is channelled. The withholding of funds does not necessarily improve the situation in the longer term. There is little research demonstrating that negative reactions are an effective development policy tool.<sup>9</sup> In contrast, research indicates that increased development aid as a positive measure for countries that fulfil human rights obligations has a stronger effect. Positive measures are most effective in the least economically developed countries.<sup>10</sup> Development cooperation can serve as a significant door opener for dialogue with governments, and suspending aid can reduce opportunities to exert a positive influence.

In some cases, it is not possible to formulate common principles, guidelines and objectives with the authorities. An alternative may be to support civil society organisations and knowledge communities. It is important to listen to the viewpoints of local actors and organisations. This can help to ensure that the most effective and realistic approach possible is employed, and to prevent an exacerbation of the situation for already vulnerable persons and groups.

Example  
15, 18 and 19

Example  
6, 7 and 8

Example  
3

Example  
9, 10, 14, 19, 22, 23, 24 and 25

<sup>6</sup> Thomas Risse, Stephen C. Ropp and Kathryn Sikkink (eds.) (2013) *The Persistent Power of Human Rights. From Commitment to Compliance*. Cambridge: Cambridge University Press

<sup>7</sup> Ibid

<sup>8</sup> Bård A. Andreassen (2014) Legal empowerment of the poor – a strategy for social change? Paul Gready and Wouter Vandenhoele (eds.), *Human Rights and Development in the New Millennium. Towards a Theory of Change*. London: Routledge

<sup>9</sup> Robert A. Pape (1997) Why sanctions do not work. In *International Security* Vol. 22, No. 2

<sup>10</sup> Thomas Risse, Stephen C. Ropp and Kathryn Sikkink (eds.) (2013) *The Persistent Power of Human Rights. From Commitment to Compliance*. Cambridge: Cambridge University Press

## MEASURING THE RESULTS OF WORK FOR DEMOCRACY AND HUMAN RIGHTS

Measuring the results of work for democracy and human rights is in principle not different from other results measurement. First, it is necessary to understand and describe the initial situation and the problem to be addressed. The problem might, for example, be discriminatory attitudes and norms that prevent women's political participation. After this, objectives are drawn up that describe the desired situation following the intervention. The objective should be sufficiently specific for it to be possible to assess change from the initial situation: for example, women participate in politics on the same footing as men. Indicators are frequently needed to determine the degree to which the objective has been achieved, such as the number of women in parliament.

Several indicators are often combined into an index that provides a numerical value. Democracy and human rights indices can be useful for enabling cross-country comparisons or to show developments over time. The choice and weighting of indicators is decisive for how different countries score on an index. It is difficult to reach agreement on what constitute good democracy indicators, because there is no agreement on definitions of the term democracy. Generally democracy researchers agree that competition between various political alternatives and choices is central, but there is disagreement on the importance of public debate. (See the discussion on different dimensions of democracy and the Varieties of Democracy index on pages 94-95). The indices for democracy and human rights that are presented in this report should therefore be used with caution.

A challenge for results measurement in the area of human rights and democracy is that there is often a considerable time lapse between the implementation of activities and their effects on the individual and society. An area that is cleared of mines can immediately be used for agriculture; a child who is vaccinated against a disease will not contract that disease. In democracy and human rights work, it often takes considerable time before the changes become evident. Changes in attitudes and power structures can take generations. Development rarely follows a straight line, but can suffer reversals for reasons that lie far beyond the control of development aid. Results in the area of democracy and human rights are not something that can be achieved once and for all, but must be continuously fought for and maintained. Therefore, in order to be able to evaluate the sustainability of this type of intervention, some years must elapse between the time of implementation and the evaluation of the intervention.

The fact that it takes a long time before the results manifest themselves makes it difficult to assess the degree to which results achieved can be attributed to Norwegian interventions. For example, if equality between women and men increases in a country, this cannot be wholly attributed to an intervention funded by Norway. The challenge of linking an effect to a development aid effort is generally referred to as the attribution problem. Evaluations and research can demonstrate, or at least give an indication of how much of the result may be attributed to one intervention.

**The human rights-based approach is a measure of quality assurance of development aid**

In addition to aid where human rights and democracy are the main objective, Norway provides a substantial amount of human rights-based aid. In a human rights-based approach, some central human rights principles are used as the point of departure for both ourselves and our development cooperation partners. In this type of approach, it is not only the final objective but also the process of reaching it that is important. The rights-based perspective seeks to strengthen the government's ability to fulfil and the citizens' ability to demand their rights. A human rights-based approach is a means of quality assuring development aid.

The UN Food and Agriculture Organization (FAO) used seven cross-cutting human rights principles to devise PANTHER – a checklist for a human rights-based approach to development cooperation:



*Participation*  
*Accountability*  
*Non-discrimination*  
*Transparency*  
*Human dignity*  
*Empowerment*  
*Rule of law*

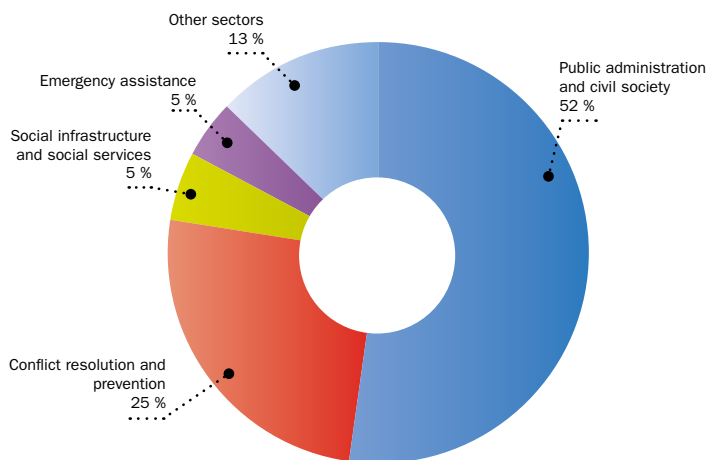
## CONSIDERABLE NORWEGIAN SUPPORT FOR HUMAN RIGHTS AND DEMOCRACY

Norway supports a number of interventions which have the main objective of strengthening democracy and human rights, and much of the support to other sectors goes indirectly to these areas. This year's results report focuses primarily on aid for which the main objectives are human rights and democracy. The result examples also encompass measures that contribute less directly to human rights and democracy, for example budget support and core funding to multilateral organisations.

Of altogether NOK 32.8 billion in development aid in 2013, NOK 4.6 billion was earmarked as having human rights, participatory development, good governance and democratisation as main objectives.<sup>11</sup> This provides a reasonably good picture of the extent of Norwegian support to human rights and democracy.

11. All Norwegian aid is classified and reported to the OECD Development Assistance Committee. In addition to reporting by sector, bilateral aid may be tagged with policy markers that indicate cross-cutting themes. A distinction is made between interventions for which policy markers are principal objectives or significant objectives. The use of policy markers is a discretionary evaluation made by executive officers, and is subject to coding errors. Budget support and multilateral aid are not tagged with policy markers.

**FIGURE 1.5. MOST NORWEGIAN AID FOR HUMAN RIGHTS AND DEMOCRACY IS AIMED AT REINFORCING PUBLIC ADMINISTRATION AND CIVIL SOCIETY**



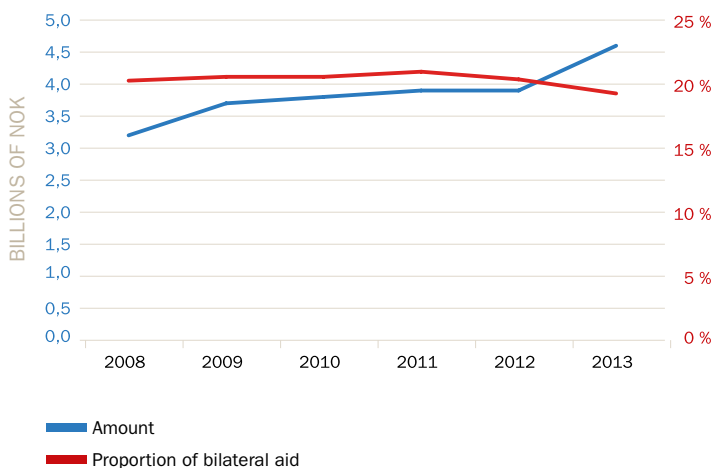
The figure illustrates Norwegian aid, the main objectives of which are human rights, participatory development, good governance and democratisation. The aid is broken down here into the largest sectors. Budget support and core funding to multilateral organisations are not tagged with the policy makers, and are therefore not included in the figure.

Source: Norad

As Figure 1.5. shows, more than half of Norwegian aid for which human rights and democracy are the main objective was allocated to strengthening public administration and civil society. One fourth was for conflict prevention and peacebuilding. The interventions under “other sectors” relate particularly to health, education, environmental protection and agriculture.

If a broader definition is used that also includes interventions in which human rights and democracy are either main objectives or among a number of key objectives, altogether NOK 7.3 billion of Norwegian bilateral aid in 2013 was used for interventions to strengthen human rights and democracy. In addition, Norway gave NOK 7.4 billion in core funding to multilateral organisations and NOK 490 million in budget support. Some of this core funding and budget support also goes to strengthening human rights and democracy in partner countries (see Results through Multilateral Organisations, pages 24-25).

**FIGURE 1.6. THE PROPORTION OF NORWEGIAN AID FOR HUMAN RIGHTS AND DEMOCRACY HAS REMAINED STABLE FOR THE PAST SIX YEARS**



The figure depicts the growth in Norwegian aid over the past six years for which the policy markers human rights, participatory development, good governance and democratisation are the main objectives. Budget support and core funding for multilateral organisations are not included in the figure.

Source: Norad

Norwegian aid with democracy and human rights as primary objectives increased from NOK 3.2 billion in 2008 to 4.6 billion in 2013 (see Figure 1.6.). The total amount of Norwegian aid rose in the same period. Aid for human rights and democracy as a proportion of bilateral aid has remained stable at around 20 per cent since 2008.

### High risk of corruption

One evaluation concludes that although donors have increased their funding for anti-corruption work since the mid-1990s, significant corruption still exists in recipient countries. Donors’ anti-corruption efforts have generally been in accordance with the UN Convention against Corruption. Support to judicial systems, independent and impartial prosecutors and private sector responsibility are areas that have received little attention. Donors have helped to boost institutions and systems in the countries encompassed by the evaluation (Vietnam, Bangladesh, Tanzania, Zambia and Nicaragua), but are unable to document that this has resulted in less corruption. Support for public financial management and national audit functions has shown good results, while judicial reform has made slow progress. The impact of support to anti-corruption commissions was partly dependent on how the judicial system functioned. Restrictions on freedom of expression may have hindered attempts at anti-corruption campaigns.

Source: Norad Report (6/2011) Synthesis. Joint Evaluation of Support to Anti-Corruption Efforts 2002-2009

Example 2, 18, 21 and 23

Example 15, 19, 20, 22 and 24

## HOW DOES NORWAY STRENGTHEN DEMOCRACY AND HUMAN RIGHTS?

Over time, Norway has built up a strong international profile in the areas of both democracy and human rights. Norway has played a leading role with regard to women's rights, protection of human rights defenders and the role of business in human rights work. Norway has also placed particular emphasis on the rights of sexual and religious minorities, indigenous peoples and children, and has worked against capital punishment and torture and supported freedom of expression and the media. By emphasising the importance of political and civil rights, as well as economic, social and cultural rights, Norway has won credibility in the UN.

A prerequisite for the safeguarding of human rights and democracy is that key actors such as the state, civil society organisations, the media, political parties, human rights campaigners and industry have relevant and adequate capacity and resources. Support for developing this capacity is therefore central to development cooperation related to human rights and democracy.



Photo: Jacques Binon / AP / NTB scampix

Eva Joly is central in the Corruption Hunters Network funded by Norwegian aid money.

### Head of state sentenced for corruption

«I had no idea what kind of political pressure we would be subjected to. Thanks to Eva Joly and the Norwegian Corruption Hunter Network, my team and I received the strength, advice and knowledge we needed to pursue the case,» says Juan Carlos Cubillo, anti-corruption prosecutor in Costa Rica. The court case resulted in former president Rafael Calderón being sentenced to a five-year prison term for embezzlement. The sentence was later reduced to a three-year suspended prison sentence. President Calderón is one of very few heads of state who have ever been sentenced for corruption.

Corruption is the misuse of public office or money to one's own advantage. Illegal capital flight from developing countries is thought to be in the region of USD 1000 billion each year. This figure is almost eight times the amount of total official development aid that is allocated to these countries. Illegal capital flight means that developing countries lose large sums that could have been spent on schools, education, infrastructure and welfare systems for their people. It is estimated that around USD 1000 billion in bribes is paid worldwide each year. Reducing the possibility of bribery will cause a reduction in illegal capital flight. Corruption not only results in money from the public purse finding its way into the wrong pockets; it also undermines people's confidence in democratic processes and political systems.

The Costa Rican prosecutor is one of approximately 20 corruption hunters who constitute Norad's Corruption Hunter Network. Norway established the network in 2005 and provides up to NOK 1.4 million per year in funding. The network arranges two meetings each year at which representatives from the prosecuting authorities, investigators and anti-corruption offices meet to exchange experience and knowledge.

«The experiences of other corruption hunters in the network have been extremely valuable to my work,» says Cubillo. Through the network he received both technical and moral support from a South African colleague who worked on a similar, highly politicised case. There is always an attempt to conceal corruption and the larger the amounts that are being hunted down, the greater the risk for those working on the case. Several of the corruption hunters have been persecuted or imprisoned or subjected to blackmail attempts. «Having informal discussions on complex topics with colleagues with similar experiences in a safe environment under Chatham House rules is important for enabling the network meetings to function as effectively as they do,» according to Cubillo.

For more on Norad's Corruption Hunter Network, see:



See also Juan Carlos Cubillo pleading the Calderón case here:



### Development aid is one of several measures

Like Norway, most partner countries have ratified one or more of the international human rights conventions. They have thereby acknowledged that they are legally bound to introduce human rights into national legislation and to observe them. Norwegian aid aims to strengthen the authorities' capacity and willingness to respect, protect and fulfil the rights of their citizens. At the same time, Norway works to enhance the citizens' knowledge and capacity to demand their rights. Human rights form a framework for dialogue between states. By referring to rights, not charity, the sustainability of development interventions over and above the meeting of immediate needs and interests can be ensured. Norway engages in human rights dialogues with a number of countries. The Universal Periodic Reviews of the Human Rights Council provide an opportunity for all countries to ask critical questions and make recommendations to each other (see box below).

### All countries attend the Universal Periodic Reviews of the Human Rights Council

One of the most important innovations introduced with the establishment of the UN Human Rights Council in 2006 was the Universal Periodic Review (UPR). The purpose of the UPR is to improve the human rights situation in the UN's 193 member countries. A review culminates in specific recommendations that the country should follow up before the next review four years later. Periodic reviews have made it possible for the Human Rights Council to draw attention to the human rights situation in countries that have hitherto been able to evade this. The reviews also put civil society and the states in a better position to carry out targeted human rights work.

Norway uses the UPRs systematically to address difficult human rights situations in individual countries. According to the UPR Info organisation, Norway is the fourth most active country in putting forward recommendations. Prior to Bangladesh's second UPR in 2013, the international network Child Rights Governance Assembly talked to health-care workers, teachers, children, parents and child rights organisations. Together they identified the cases to be prioritised in the review. The cases were taken up with relevant national and international actors such as the country's finance ministry and various ambassadors in Bangladesh – including the Norwegian ambassador. Seventy-five per cent of the requirements set out by the Child Rights Governance Assembly were included in the final UPR recommendations. The recommendations constitute a natural part of the ongoing dialogue that Norway and other countries have with Bangladeshi authorities. The next review will show whether Bangladesh has followed up on the recommendations from 2013.

Development aid can also support democracy and human rights more indirectly by strengthening public administration and management. This can contribute to economic growth and a more effective tax administration, thereby strengthening the resource basis of the state, and improve welfare and public services, for example in health, education, energy and sanitary infrastructure.

### Norwegian-funded exile radio ready to move home to Myanmar

The military junta in Myanmar has been regarded as an oppressive regime guilty of extensive human rights violations. The Democratic Voice of Burma (DVB) radio station was established in Oslo in 1992 by Burmese students and democracy campaigners who had fled from Myanmar. At that time, all the news media in Myanmar were controlled by the authorities, and people had little access to balanced information. In recent years, Myanmar has undergone reforms which have led the country in a more democratic direction.

A genuine democracy requires a free and independent press – the fourth estate – that can hold the authorities accountable, draw attention to abuse of power and create an arena for political debate. Norway has been a driving force in the international work to promote free and independent media, particularly in conflict areas and where democracy is under pressure.

Norway has been one of the radio station's key supporters from the time of DVB's infancy. DVB says that the financial support has been important, but even more important was the political support that made it possible to start broadcasting from Oslo: "Without Norwegian support, there would have been no DVB," says DVB's Khin Maung Win.

Around five million people currently follow DVB's news broadcasts. DVB has 80 journalists working in Myanmar and has been an important contributor to international news broadcasters, among them the Norwegian Broadcasting Corporation, especially in periods when the country has been difficult for international journalists to access. DVB now considers it possible to broadcast news from Myanmar, and they have closed their office in Oslo with the aim of moving home. They are currently broadcasting from Thailand in anticipation of being granted a licence to broadcast from Myanmar.

Example 1, 2, 3, 4, 6, 7, 8, 11, 12, 13, 16 and 17

## JOINT EFFORT FOR HUMAN RIGHTS AND DEMOCRACY

Democratic development and strengthening of human rights requires that actors in the country in question lead the way. External actors can support development in some areas, but a realistic approach designed to strengthen the position of actors working for democracy and human rights is essential.

Targeted interventions to support the authorities' development of public institutions are important dimensions of aid. This support may take the form of financial or technical assistance to ministries, the judicial system, parliaments, human rights commissions, auditors general and ombudsmen.

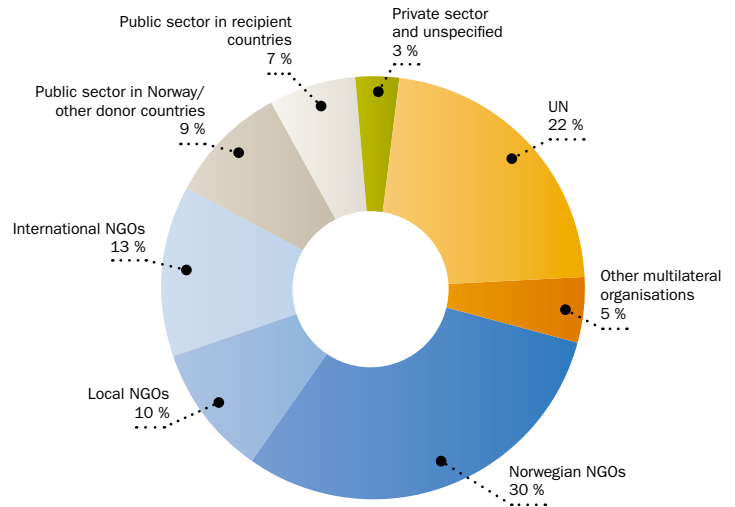
As illustrated in Figure 1.7., a large part of Norwegian aid for democracy and human rights is channelled through civil society organisations. The role of civil society ranges from holding authorities accountable, strengthening local participation, for example by vulnerable groups, raising awareness and teaching individuals about their rights and to monitor human rights. A robust and diverse civil society is a good indicator of a viable democracy. Civil society includes human rights organisations, journalist and media organisations, faith-based organisations, cultural institutions, lawyers' associations and trade unions, among others.

Example 9, 10, 14, 15, 18, 19, 21, 22, 23, 24 and 25

The choice of cooperation partner is based on presence, capacity and competence, willingness to change, formal roles or mandate, assumed effect, thematic focus and whether the intervention is long-term or short-term. For example, up to 80 per cent of Norwegian human rights aid to Sudan, South Sudan, Angola and Sri Lanka is channelled through civil society organisations<sup>12</sup> The justification for the choice of cooperation partner is not the same for all these countries. Weak government structures in Sudan and South Sudan are the reason why most of the support goes via civil society organisations. In Angola and Sri Lanka, much of the aid goes through civil society because of the governments' inadequate human rights policy.

<sup>12</sup> Norad (2011) *Evaluation of Norwegian Development Cooperation to Promote Human Rights*. Norad-evaluering 7/2011

**FIGURE 1.7. THE BULK OF NORWEGIAN AID FOR HUMAN RIGHTS AND DEMOCRACY IS CHANNELLED THROUGH MULTILATERAL AND CIVIL SOCIETY ORGANISATIONS**



Norwegian development aid in 2013 where human rights, participatory development, good governance and/or democratisation are primary objectives. Broken down by channel used. Budget support and core funding to multilateral organisations are not included.

Source: Norad

There are several reasons why Norway considers the UN and other multilateral organisations central in the support for democracy and human rights. It is through the multilateral system that democracy and human rights are established as universal principles that place obligations on the member states. It is here that norms are developed and the countries' compliance is monitored. These are tasks that no single country can carry out alone. Given their size, presence and support from many member countries, the UN and other multilateral organisations can be the most effective cooperation partners. Multilateral organisations cooperate with authorities, civil society and the private sector in this work.

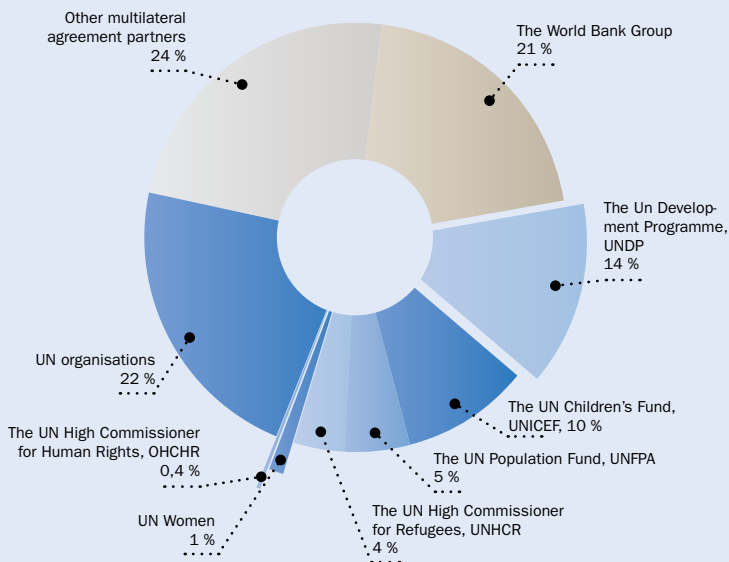


Photo: Ken Opprømm

# RESULTS THROUGH MULTILATERAL ORGANISATIONS

NOK 14 billion was routed through the UN, the World Bank and other multilateral organisations in 2013. This represented 44 per cent of Norwegian aid. A little more than half was core funding which the organisations could distribute as they wished in order to pursue their strategies and implement their development programmes as effectively as possible. The donors were instrumental in approving the strategies and plans in advance through the boards of the multilateral organisations and meetings of donor countries.

**FIGURE 1.8. NOK 14 BILLION IN AID THROUGH MULTILATERAL ORGANISATIONS IN 2013. FIFTY-SIX PER CENT WAS ROUTED THROUGH UN ORGANISATIONS**



The figure shows how Norwegian funding – which includes both core funding and earmarked funding – is distributed among various multilateral organisations. The UN organisations UNDR UNICEF, UNFPA, UNHCR, UN Women and OHCHR are some of Norway's main cooperation partners in the promotion of democracy and human rights.

Source: Norad

## Results of the work for democracy and human rights

In 2013, almost NOK 7 billion of the Norwegian support to multilateral organisations was earmarked for particular geographic or thematic areas. NOK 1.3 billion was earmarked for democracy and human rights. In addition, a considerable amount of core funding

is allocated to multilateral organisations which have a mandate to work for democracy and human rights. However, it is difficult to determine precisely how much these organisations spend in total on interventions within these thematic areas, since core funding is not reported by thematic area and is not classified according to thematic area in the statistics. Several of the multilateral organisations that receive core funding are required to take human rights and good governance into account in all their work, even though this does not appear in the mandate and is not recorded as a main objective in the reports on spending. It is therefore reasonable to assume that far more than Norway's earmarked NOK 1.3 billion is funnelled into work for democracy and human rights.

When the support is channelled through the UN and the multilateral system, Norway also transfers direct control of the money to these organisations. It is therefore important to have sound agreements with clear requirements of each individual organisation. It is also essential to cooperate with other donors to ensure that the organisations have sound systems, effective use of funds and proper results reporting. Norway contributes significantly in this respect, for example on the boards of multilateral organisations and in donor country groups. When the organisations report good results, Norway can take its share of the credit, or the blame when the results are missing.

All donors who contribute to joint budgets have the same challenge with regard to confirming their share of the results. One solution might be to calculate the proportion of the multilateral organisation's results that reflects the donor's financial contribution to the organisation.<sup>13</sup> This method presupposes that the results that are reported can be attributed to the efforts of the organisations. In reality the organisations contribute to the results through their support to government authorities and others in partner countries, rather than producing them alone. It can be difficult to give a precise answer regarding the share of the results a specific organisation – let alone a specific donor – has achieved. However, calculating proportions in this way provides a good illustration of what the donors' money helps to achieve. The method is most relevant when the results can be counted – such as the number of children who complete basic (primary and lower secondary) education, the number of persons vaccinated, the number of people with access to electricity, kilometres of road, and so on. It is more complicated to quantify the effect of a strengthened international framework for human rights, or the effect of increased transparency and accountability concerning government budgets. The multilateral organisations also report these types of results to a lesser extent in the form of numbers. The Norwegian results in

<sup>13</sup> This method has been described by the UK Department for International Development (DFID) in How to note: Guidance on using the revised Logical Framework (original from 2009, updated in 2011). Since 2011, Norad has used a similar method in its annual results reports on Norwegian development aid.



democracy and human rights through multilateral organisations therefore generally have to be described in words. The examples below from UNDP, UN Women and OHCHR contain both quantified results and descriptions of changes

#### **UNDP: Democratic electoral systems and free elections**

UNDP is Norway's main multilateral partner in democratic governance work. UNDP spends approximately 5 per cent of its programme budget on work related to democratic electoral systems, improved judicial systems and a more effective and accountable public administration. They work closely with national governments. For example, since 1999 UNDP has supported more than 400 electoral assistance projects in more than 80 countries. Many of these projects were associated with important elections on the way from authoritarian government to greater democracy.

In 2013, Norway was the largest donor of core funding and the second largest donor to UNDP overall. Total Norwegian funding amounted to almost five per cent of UNDP's total budget. In 2013, UNDP's combined country programmes reported having contributed to more than 43 million new voters being registered globally, and to 96 million more people than previously having voted in elections in a total of 13 countries. With five per cent of UNDP's budget, Norway may have contributed to more than two million new voters being registered globally and to an increase of more than 4.8 million more people voting in elections in 2013 compared to previously. These are not exact figures, but they illustrate the scope of the results that Norway can contribute to through a global organisation such as UNDP. These are results that Norway could not have achieved alone.

#### **UN Women: Women's rights and democratic participation**

Norway was a driving force for the establishment of UN Women in 2010. The organisation leads the work for women's rights and equality globally. Together with Sweden, Norway has been its largest donor. Norway's contribution of NOK 164 million represented almost ten per cent of the organisation's total budget in 2013, and Norway can therefore claim to account for a corresponding share of the results achieved.

UN Women works to strengthen women's leadership and political participation and to improve women's economic participation. This has resulted in more women being elected to national assemblies and more girls completing school and moving on to university education. For example, the organisation has conducted training in running effective election campaigns for women in Latin America. The proportion of women in legislative assemblies is now higher on average there than in any other part of the world. In 2013 the proportion of women in the national assembly in Honduras was 25 per cent, compared to 19 per cent in 2009. El Salvador has passed a new Political Parties Act which requires that at least 30 per

cent of the candidates on party lists are women. UN Women supported women who are active in political parties in using the Act to secure nomination for the lists. In Cameroon the proportion of women in the national assembly doubled from 2009, to 31 per cent in 2013. In Pakistan, more women than ever before took part in elections in 2013. UN Women also reports effects that are not quantified. For example, women experience better protection when perpetrators of violence against women are sentenced in functioning judicial systems, and when more laws are passed and enforced. UN Women reports that they have contributed significantly to these and similar results that cannot be quantified in percentages.

#### **OHCHR: Strengthening international norms and compliance**

The UN General Assembly has given the High Commissioner for Human Rights (OHCHR) the main responsibility for following up international human rights agreements, as well as for integrating human rights into the work of the UN system as a whole. The overall objective is the fulfilment of all human rights for everyone. In order to achieve this, OHCHR develops human rights standards, monitors compliance and supports the countries in assuming their responsibilities.

Norway, with a total of NOK 57 million in 2013, was the fourth largest donor to OHCHR. Sixty-four per cent of this was core funding. Norwegian funding represents seven per cent of the organisation's total budget. OHCHR's plan for 2012-13 set out 27 global objectives. The annual report for 2013 pointed to full achievement of 14 of these objectives, between 50 and 99 per cent achievement of ten of them, and unsatisfactory progress on three. One of the objectives was that 25 of the countries in which OHCHR is involved should ratify one or more human rights agreements. At the start of 2013, 18 countries had ratified international or regional agreements. Another objective was that 46 countries should make significant progress in implementing the recommendations of the UN Human Rights Council's periodic reviews (see text box on UPR, page 22). According to the reporting to OHCHR, 40 countries demonstrated significant progress in the implementation of recommendations and comments. OHCHR claims to have contributed significantly to these results, and Norway can claim to have been a part of this by supporting OHCHR with financial contributions.

In dialogue with OHCHR, Norway has worked to improve OHCHR's reporting of effects down to the individuals whom human rights are intended to protect.

- Sources:
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  - UNDP Annual Report 2013/2014
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  - Evaluation of UNDP contributions to strengthening electoral systems and processes, 2012
  - UN Women, Annual Report 2013-2014
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# Part 2



# EXAMPLES OF RESULTS OF NORWEGIAN AID FOR HUMAN RIGHTS AND DEMOCRACY

Norwegian aid has helped to secure local community rights to the rainforest in Indonesia, to ensure a fairer distribution of public funds in Ethiopia, to raise the quality of the justice sector in Moldova, and to enable transparent and fair elections to be held in many parts of the world. This section presents 25 examples of the results of Norway's work for democracy and human rights in recent years.

The examples selected illustrate the breadth of Norwegian input. Geographically, they are selected from Africa, Asia, Latin America and Europe, with primary emphasis on Africa, where most of the aid goes. The examples of results show how Norwegian aid has contributed to improvements for individuals and societies, but also includes interventions that did not achieve the desired results. It is important to learn from both the success stories and the less successful interventions, so that we can do more of what works and discontinue or make necessary changes to interventions that fail to yield results. The choice also reflects the different actors with whom Norway cooperates and the instruments that are used.

Human rights and democracy are overlapping concepts, and there are various ways of dividing them into thematic areas. Here are the results examples divided into four groups:

- Elections and participation
- Accountability and transparency
- Rule of law
- Equality and non-discrimination

The grouping reflects key priorities for Norway's aid for democracy and human rights (see also Figure 1.4., page 16). Many of the examples fit into several of the groups, so the categories are not mutually exclusive.

A more detailed description of the four groups with examples of results follows in the next four chapters.

A red plastic chair is positioned on the left side of the page, set against a light green wall. The chair is empty and sits on a patch of dirt and stone. The right side of the page is a solid green background with white text.

## ELECTIONS AND PARTICIPATION

Democratic elections are key to enable citizens to decide who is to represent and govern them. Representativity and competition between different political options are features of democratic elections. It is important that there is a level playing field between political parties or candidates. Elections are necessary but not sufficient requirements in a democracy. It is a fundamental democratic principle that political decisions are made on the basis of a majority. In a well-functioning democracy, majority power is nevertheless restricted to avoid suppressing the rights of minorities. Dialogue and public debate form the basis for legitimate decisions and support for democracy as a form of governance.

Genuine opportunities to participate in political decision-making processes and elections are essential to ensure well-functioning democracies and the fulfilment of human rights. The opportunity for individuals to express their political opinions freely, assemble to discuss them and present them in the public sphere is important for ensuring stable democracies and fulfilment of human rights.



## EXAMPLES OF RESULTS

Norwegian aid for democratic development shall contribute to the will of the people prevailing through free and fair elections, without obstacles to participation. One of Norway's main cooperation partners in this work is UNDP, which by means of its global presence has improved electoral processes in a number of countries. Some elections would probably not have been held without its support. A significant effort has led to increased political participation by women in Afghanistan, and local governance in rural areas has been strengthened. In Uganda, the Deepening Democracy Programme has helped to improve the conducting of elections. Support to elections in Palestine helped in the holding of elections, but democratic development has nevertheless met with major challenges. Nor did support for political parties through the Norwegian Centre for Democracy Support yield the desired results, and it was discontinued in its former structure in 2009.

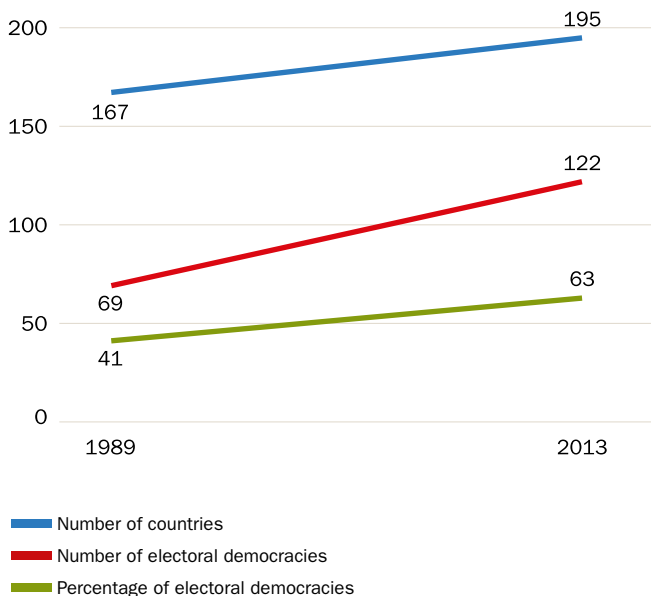
## EXAMPLE 1 SINCE 1999, UNDP HAS STRENGTHENED ELECTORAL SYSTEMS AND PROCESSES IN 83 COUNTRIES

The United Nations Development Programme (UNDP) has contributed to a more professional electoral administration, more inclusive processes, particularly for women, and more credible elections in a number of places in the world. UNDP is involved in support to an election somewhere in the world on average every second week.

### WHY: MANY NEW AND FRAGILE DEMOCRACIES IN THE 1990S

Since the end of the Cold War, a number of countries have introduced multiparty systems and held regular elections (see Figure 2.1.). Many of these countries had little or no experience of organising elections. The electoral systems and electoral implementation of other young democracies were deficient. There was therefore a significant increase in the need for support and aid in the 1990s.

**FIGURE 2.1. NUMBER AND PERCENTAGE OF ELECTORAL DEMOCRACIES HAS INCREASED GLOBALLY SINCE 1989**



Source: Freedom in the World Report for 2012-2014. Freedom House.

Implementation of elections is often a costly, lengthy and complicated process, particularly in countries with limited infrastructure, low levels of education, large populations and lack of trust among the citizens. It requires coordination of interventions, broad expertise and coordination of aid. The design of electoral systems is politically sensitive because the systems themselves can be decisive for electoral outcomes. External actors may be perceived as lacking in impartiality. Owing to its unique mandate to promote democratic governance, a legitimate management structure and wide global presence, UNDP is one of the few organisations – sometimes the only one – that can provide and implement electoral assistance.

### WHAT: ADVICE, MOBILISATION AND COORDINATION OF ELECTORAL ASSISTANCE

The support has included expert and policy advice on electoral processes and coordination and administration of around 400 election projects since 1999. It has focused on professionalising electoral administration, and the support is based on the values of free and fair elections. Proper administration and implementation of elections is assumed to contribute to the realisation of these values. The support encompasses the implementation of the election itself and monitoring in the period between elections, including:

- Voter training, women's participation and strengthening of political parties
- Electoral system reform, electoral administration and support to the electoral commission
- Electoral dispute resolution, media and local election observation
- Coordination and mobilisation of support to elections

### HOW MUCH:

Norway is one of UNDP's largest donors, with a total support of NOK 18.2 billion in the period 1999-2011. Electoral assistance, which is one of several core priority areas, constitutes between two and ten per cent of UNDP's total annual budget. UNDP supported implementation of elections in a total of 83 countries to the tune of approximately NOK 13 billion between 1999 and 2011. Altogether 95 per cent of the aid to UNDP's electoral assistance is mobilised for specific interventions under the auspices of UNDP's country offices, while five per cent is non-earmarked (see also Results through multilateral organisations, pages 24-25).

### RESULTS: FAIRER AND FREER ELECTIONS, BUT NOT ALWAYS COST-EFFECTIVE ELECTORAL ASSISTANCE

UNDP has strengthened electoral systems and processes in 83 countries since 1999. According to an independent evaluation in 2012, UNDP's support has resulted in more professional electoral administrations, more inclusive processes and more reliable elections than would have been the case without UNDP's support. The same evaluation states that in some cases elections would not have taken place without UNDP's contribution. The prevention of election-related violence and corruption is an important objective of the electoral assistance. For example, UNDP's election support helped to reduce and prevent violence in connection with the elections in Kyrgyzstan.

UNDP is generally effective in coordinating donors and mobilising funds, but has challenges with regard to cost-effective project management. Slow procedures and slow recruitment have impacted UNDP's administration of election projects. The quality of reporting can also be improved.

The following are results from some of the countries that Norway and UNDP have been engaged in.

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## **AFGHANISTAN AND SUDAN: UNDP DEFENDS PRINCIPLES OF DEMOCRATIC DEVELOPMENT IN FRAGILE STATES**

An evaluation concluded that Norwegian support to democracy through the UN is especially important in fragile states, since there are few other actors on the ground to defend the principles of democratic development. Holding elections in conflict-ridden countries is demanding. In 2010, Norwegian support through the UN in Sudan helped facilitate the country's first internationally recognised election since 1986. Without the UN efforts, the 2010 election would not have been held. In Afghanistan, UNDP helped to enable the country's first election to take place in 2004.

UNDP administered the Norwegian electoral assistance in both countries, and the organisation was praised for doing good work under very difficult circumstances. UNDP's support led to the development of more inclusive electoral processes. As an example, UNDP helped Afghanistan to establish separate registration and polling stations for women. Female security guards were recruited and trained so that cultural factors would not prevent women from voting. Nonetheless, women's participation remained relatively constant since the 2004 election: 37 per cent in 2004, 41 per cent in 2005, 38 per cent in 2009, 39 per cent in 2010 and 37 per cent in 2014.

UNDP was criticised in Afghanistan for its failure to involve civil society. An evaluation of the election in Sudan reveals that the UN could have placed more emphasis on how the election was to contribute to democratic development. In both countries, the efforts resulted in a more open public discussion on democracy.

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## **INDONESIA: AFTER DECADES OF ELECTORAL ASSISTANCE, INDONESIA HELD DEMOCRATIC ELECTIONS WITHOUT INTERNATIONAL ASSISTANCE IN 2014**

With the implementation of the elections in 1999, Indonesia took a significant step in moving from authoritarian governance under President Suharto, to democratic governance. These were the first genuine elections since 1955, and Indonesia had no experience of holding elections. The UN and UNDP were the main providers of international electoral assistance to safeguard the democratic process. In the 1999 elections, UNDP administered USD 60 million of the USD 90 million in international support to the elections. UNDP contributed to a stronger election administration, voter education and training of civil society organisations and national election observers. The elections were considered a success, with a high voter turnout and the involvement of civil society.

UNDP's support to the 2004 election helped to consolidate Indonesia's democratisation. Specific results of UNDP's efforts were:

- better trained personnel in the election administration, the electoral commission, the election supervisory committee and polling station staff.
- the general public, including more than 40 civil society organisations, were better informed about the new election system and voting procedures.

- more open and more smoothly functioning administration of the election process

This led to more reliable, free and fair elections in Indonesia.

The electoral support programme in 2004 had a high degree of local ownership with a gradual reduction of support. The results of the project were assessed to be sustainable. Expert support to the national electoral commission, the election supervisory committee and training of polling station staff was taken over by Indonesian authorities and administered with minimal assistance from UNDP in 2009. However, the 2009 elections were beset by major problems. Several UNDP interventions were delayed, and in one case information material came too late for the election campaign. International electoral assistance accounted for less than two per cent of Indonesia's budget for the 2009 elections, compared to around 30 per cent in the 1999 elections. In the 2014 election, the Indonesian authorities, on their own and with minimal international support, ensured that more than 180 million voters were able to visit more than 540 000 polling stations spread over 17 000 islands with four million election officers.

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## **MALAWI: MORE CREDIBLE ELECTIONS, BUT STILL A NEED FOR ELECTION SUPPORT**

The first multiparty election was held in Malawi in 1994, after 30 years of authoritarian government under President Hastings Banda. Democratic development has advanced slowly since then, with no dramatic reversals. The main Norwegian priorities during the last 15 years have been electoral assistance and support to the Democracy Consolidation Programme, both headed by UNDP.

An evaluation from 2011 assesses UNDP's electoral assistance in Malawi as very good. It particularly highlights UNDP's contribution to a more active electorate and more reliable elections. The 2009 elections were assessed as being significantly more credible than the 2004 elections. Voter turnout was 78 per cent in 2009 compared to 54 per cent in 2004. The EU was of the opinion that the 2009 election failed to fulfil the fairness requirements in some respects. The election results were not contested and there was no election-related violence. The 2014 election was controversial, but there are few indications of major defects or deficiencies in the election process itself that would have changed the outcome. The UN coordinator's input throughout the electoral process was significant, and together with the work of the chair of the electoral commission, this contributed greatly to the smooth running of the election process.

The democracy programme has helped to facilitate a better public discussion on democratic development in Malawi. Civil society in particular has strengthened its position. When the president of Malawi attempted to change the law to enable a third presidential term in 2004, several of the organisations that received support from the programme were instrumental in the public debate that finally resulted in there being no change in the law.

### UNDP's Governance Assessment Programme

The purpose of UNDP's Governance Assessment Programme (GAP) is to assist in improving the governance of partner countries. Local actors must be involved in the process in order for the reviews to be perceived as legitimate and for the programme to be continued when international support ceases. GAP involves relevant actors from both government and civil society to design governance assessments which include a description of the initial situation, objectives and indicators. The assessment can be used as a planning tool and an accountability mechanism for authorities and civil society. The UNDP Oslo Governance Centre has been responsible for coordinating the programme.

The development of the Indonesian Democracy Index is an example of collaboration between the Indonesian National Development Planning Agency and UNDP. The index looks at civil and political rights and democratic institutions in 33 provinces and provides valuable information for the national budget process. The collaboration took place until 2012, when the programme was taken over by Indonesian authorities, and it is now being conducted by the Indonesian Central Bureau of Statistics



See the Indonesian Democracy Index here:

**SOURCES:**

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- Norad evaluation (10/2010) *Democracy Support through the United Nations*. 2011. Scanteam
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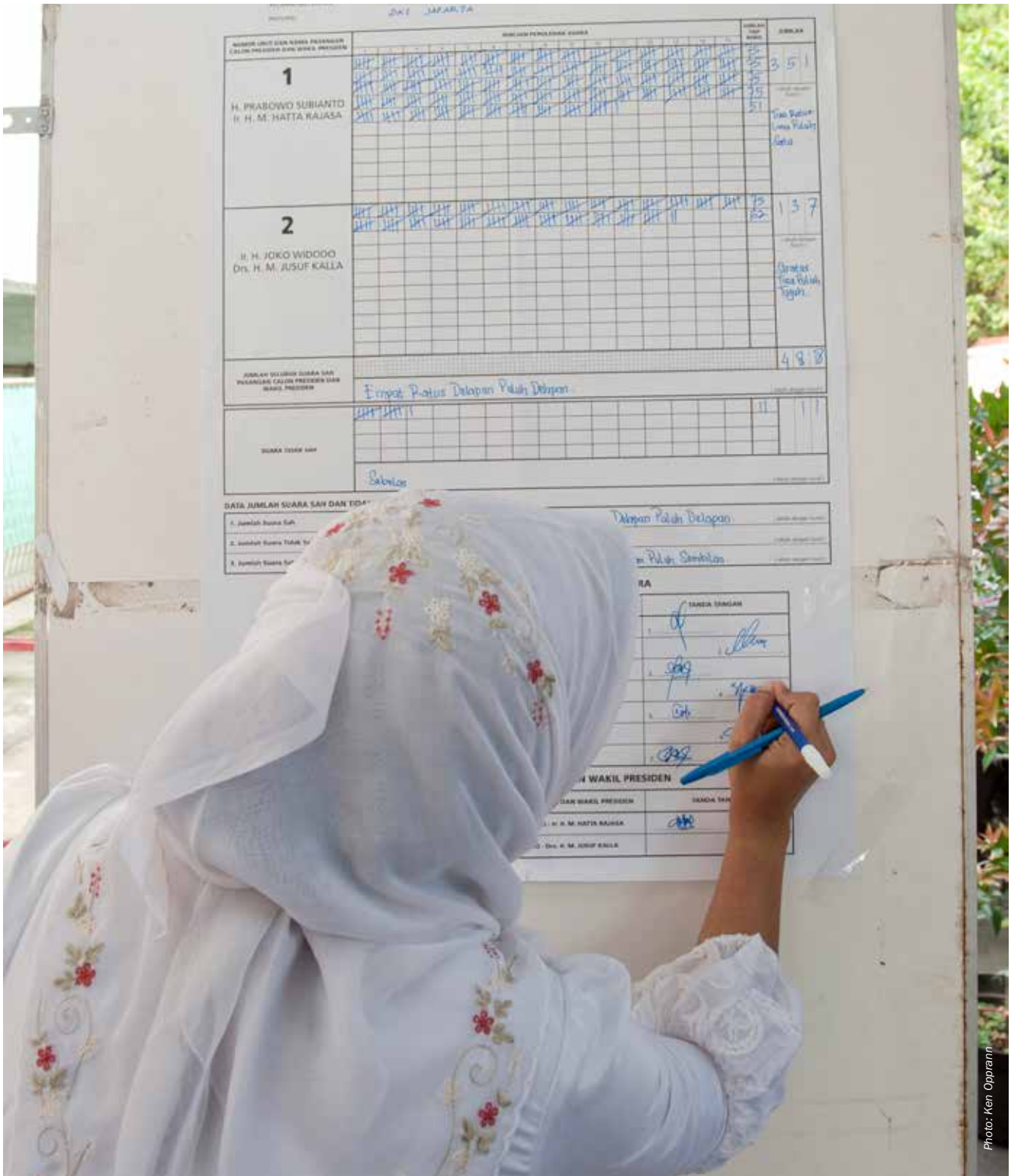
See film here:



Photo: Ken Opprann

*Voting at polling station 009 in the Tegal Parang borough of Jakarta, Indonesia. Election officer Husaini As makes sure voting is done in the correct*





NOUR ULUHI DAN NAMA PASANGAN CALON PRESIDEN DAN WAKIL PRESIDEN	JUMLAH PEMILIHAN SUARA										JUMLAH SUARA SAH	JUMLAH	
	1	2	3	4	5	6	7	8	9	10			
<b>1</b> H. PRABOWO SUBIANTO H. M. HATTA RAJASA	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	351	351
<b>2</b> H. H. JOKO WIDODO Drs. H. M. JUSUF KALLA	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	137	137
JUMLAH SELURUH SUARA SAH PELAWAN CALON PRESIDEN DAN WAKIL PRESIDEN											488	488	
SUARA TIDAK SAH											11	11	

DATA JUMLAH SUARA SAH DAN TIDAK SAH

1. Jumlah Suara Sah: Delapan Puluh Delapan

2. Jumlah Suara Tidak Sah: Puluh Sembilan

3. Jumlah Suara Sah: Delapan Puluh Delapan

NO	NAMA PASANGAN CALON PRESIDEN DAN WAKIL PRESIDEN	JUMLAH SUARA SAH
1	H. H. M. HATTA RAJASA	351
2	Drs. H. M. JUSUF KALLA	137

Photo: Ken Opprann

## EXAMPLE 2 WOMEN'S PARTICIPATION STRENGTHENS LOCAL DEMOCRACY IN AFGHANISTAN

*The National Solidarity Programme (NSP) in Afghanistan is intended to strengthen local governance and contribute to development throughout the country. After ten years, the results are mixed. There is clear progress for women's participation in local government, and many villagers have obtained access to clean water and electricity. Some economic and political gains have been short-lived.*

### WHY: NEED FOR DEVELOPMENT AND DEMOCRATIC LOCAL GOVERNMENT

In 2001, 80 per cent of the population of Afghanistan lived in rural areas from which the central authorities were largely absent. Traditional local forms of governance and conflict resolution mechanisms predominated, and in many places local warlords had assumed control. Women were not represented in local decision-making bodies. As one of the world's poorest countries, Afghanistan required infrastructure, economic growth, political stability and security. The villages generally had poorer infrastructure and access to public services than the cities.

### WHAT: LOCAL DEVELOPMENT COMMITTEES IN WHICH WOMEN PARTICIPATE

In the wake of the international intervention in 2001, the goal was to establish Afghanistan as a strong, centrally governed state. Delivery of services and economic development were to be prioritised, and representative bodies were to be established centrally and locally. The National Solidarity Programme (NSP) was one of the measures that the new government set in motion to achieve these goals. NSP is the largest development programme in Afghanistan and is organised under the Afghanistan Reconstruction Trust Fund, ARTF. The fund is coordinated by the World Bank, with funding from a large group of donors which includes Norway. NSP commenced in 2003 and is now into its third phase, which expires in 2015. It is run by the Afghan authorities with funding from the ARTF.

The objectives for NSP have been to pave the way for local government based on democratic processes and women's participation, to improve access to basic infrastructure and services, and to lay the foundation for a higher standard of living. This has also been a state-building project in which the authorities wished to increase their legitimacy in rural areas. NSP was to build up representative, gender-balanced local development committees elected through general elections. The development committees were to prioritise development projects in cooperation with the village residents, apply for and receive funds for the projects from NSP and be responsible for their implementation. National and international NGOs supported the local development committees in the electoral processes, capacity development, project planning and implementation, and measurement of the development as the projects progressed.

### HOW MUCH:

The National Solidarity Programme (NSP) is mainly funded through the Afghanistan Reconstruction Trust Fund (ARTF). The fund provided NSP with almost NOK 8.5 billion from 2003 to August 2014. Norway's contribution represented six per cent of this, corresponding to approximately NOK 500 million.

### RESULTS: INCREASED PARTICIPATION BY WOMEN, BUT DIFFICULT TO CHANGE TRADITIONAL DECISION-MAKING SYSTEMS

32 000 local development committees have been established since the commencement of projects in 2003. From 2003 until early in 2013, the committees implemented almost 65 000 development projects with a total budget of more than NOK 6 billion. Irrigation and water and sewage projects were most popular, followed by transport, literacy and vocational training, and energy. Altogether 92 per cent of the funding went to projects of this nature.

A comprehensive evaluation that mapped the situation at the outset, halfway through and after the projects were completed found that the strongest achievements were to be found in the area of women's participation. The local development committees established as part of the programme are generally gender-balanced. In a sample of 244 NSP villages, 215 had gender balance on their development committees and six had more women than men. NSP has had a positive effect on women's participation in local government, particularly in decisions on the use of aid and in resolving conflicts, and has increased women's opportunities to leave the village. Fewer women reported that they were dissatisfied with their lives after the implementation of NSP. NSP has also increased men's acceptance of women's participation in political activity and local government.

NSP projects have increased access to clean water and electricity, while projects to improve irrigation and transport have been less successful. NSP has increased access to education, particularly for girls, healthcare for children and pregnant women and women's advisory services.

NSP has had limited success in strengthening the role of democratically elected and representative bodies locally, and has not generally resulted in the replacement of the traditional leaders who actually made the decisions. The democratically elected development committees were established in parallel with existing, traditional forms of governance in the villages. In the short term, the village residents participated more and the traditional leaders were more strongly linked to the representative assemblies. This was closely associated with the management of the NSP projects, and declined after the projects came to an end.

Participation in the parliamentary election of 2010 increased by four and ten per cent for men and women, respectively, in the NSP villages compared to other villages. The evaluation also shows a higher percentage of people who want democratic processes in local government, in particular that the village chief should be elected by secret ballot. NSP has not resulted in greater legitimacy for central authorities. The authorities were temporarily viewed in a positive light, but the inhabitants revert to their original attitudes to the government when the project funds are exhausted.

The evaluation provides valuable insight into the effects of projects while they are underway and after they are concluded. A temporary economic upswing, a surge in optimism, greater accountability of traditional local chiefs and increased trust in the authorities can be observed while projects are in progress. Several of the positive effects are largely nullified when the project is concluded: The traditional local leadership structures remain in place, and confidence in the central authorities is no greater. This may indicate that the legitimacy of the central government depends more on a regular pre-

sence, provision of public services and interaction with the agents who deliver the services, rather than the effects they have on development. But it can also be attributed to tradition or a general sense of pessimism, since Afghanistan's many challenges remain unsolved. Lasting and positive changes can be detected primarily in the lives of women.

NSP intends to extend the programme to the rest of Afghanistan. The programme seeks to use the lessons learned from the evaluation to develop the institutional quality and sustainability of the elected development committees and ensure a more coherent democratic governance structure in the villages. The annual reports show good progress, while more long-term effects of this phase will only be documented at a later stage.

SOURCES:

- Andrew Beath, Fotini Christia and Ruben Enikolopov (2013) *Randomized Impact Evaluation of Afghanistan's National Solidarity Programme*
- ARTF Scorecard 2013
- The World Bank (2014) *Report of the National Solidarity Program III*, [www.worldbank.org](http://www.worldbank.org)



Photo: Ken Opprann

*The National Solidarity Programme (NSP) has helped to increase women's participation in political activities and local government in Afghanistan.*

## EXAMPLE 3 THE AUTHORITIES AND CIVIL SOCIETY TOGETHER CONTRIBUTED TO IMPROVED IMPLEMENTATION OF ELECTIONS AND WIDER PARTICIPATION IN UGANDA

*The multi-donor Deepening Democracy Programme (DDP) included both the authorities and civil society. Central institutions such as the electoral commission, the parliament, political parties, the media and civil society have been given greater capacity and new tools for conducting elections and developing democracy in Uganda.*

### WHY: THE INSTITUTIONS THAT SHOULD ENSURE DEMOCRACY DID NOT FUNCTION EFFECTIVELY ENOUGH

Recent years have seen great progress in the development of the policy and institutions necessary for democracy and well-functioning rule of law in Uganda. Many of these institutions are still weak, however. Uganda's first multiparty election in 20 years was held in 2006. There was little experience of multiparty democracy by either the country's social institutions or the general population.

### WHAT: STRENGTHENING DEMOCRATIC PRACTICE

In the aftermath of Uganda's election in 2006, Norway, Sweden, Denmark, Ireland, the Netherlands and Great Britain joined forces to fund DDP. The programme started in 2008 and was concluded in 2011. It was administered by Danida's Human Rights and Good Governance Programme, which established a separate unit to implement the programme in cooperation with its Ugandan partners.

The purpose was to develop democracy in Uganda. Democratic practice and culture and democratic values were to be strengthened through a programme that included a number of institutions that are key to democracy and human rights. To achieve this objective, several interventions were initiated by around 30 partners representing both the authorities and civil society. The programme was to have a coherent, balanced approach, involving an increase in the capacity of each institution, along with a stepping up of the dialogue and interactions between the various institutions. This approach led to improved dialogue between the parties and the electoral commission, the media, civil society and the other parties. The programme was based on the partners' own plans and strategies, and helped to fund interventions for which the partners themselves lacked the resources.

### HOW MUCH:

Norway provided NOK 14 million in support to DDP in the period 2008-2010.

### RESULTS: IMPROVED IMPLEMENTATION OF ELECTIONS AND A MORE EFFECTIVE PARLIAMENT AND CIVIL SOCIETY.

A final evaluation of DDP concludes that the programme's inclusive approach gave it legitimacy and credibility. The results may be divided along the programme's five areas.

#### 1. Elections: Better implementation of elections in 2011 than in 2006.

There were still many questions with regard to the implementation of the election in 2011, but the manner in which it was conducted was an improvement compared to the 2006 elections. Better voter registration systems resulted in more voters registering. The procurement of an electronic election results transmission system meant that the election results were recorded and delivered in a transparent manner. Training of election officers and other staff also contributed to a more professional implementation. Some degree of dialogue between the electoral commission and the political parties was initiated during the programme period. Despite these improvements, confidence in the electoral commission was not significantly strengthened, primarily because the commission is politically appointed.

#### 2. Effective multiparty system: More candidates, and more women, stood for election in 2011 than in 2006 and a dialogue on the fundamental aspects of a multiparty system was conducted between the parties.

The parties received funding to hold party conferences and invite delegates from outlying areas to participate. This resulted in the parties strengthening their presence at grassroots level, which in turn led to more candidates wishing to stand for election, both locally and nationally. Support for training and strategy development for women party members led to more women standing for election than in the previous election. The programme invigorated the political dialogue among the parties around key topics such as elections and constitutional issues, and it was seen as important that the governing party, the National Resistance Movement, also participated in these dialogues.

#### 3. Parliament: Parliament was in a stronger position to hold the government accountable. For the first time in Uganda's history, a better prepared and active opposition responded to all the submissions made by ministers in parliament. The debates and discussions in the chamber and on parliamentary committees were more knowledge-based.

As a part of the programme, the opposition, some parliamentary committees and the parliamentary secretariat were provided with training and research resources. A scheme was established whereby parliamentary committees could obtain expert assistance from experts in relevant areas. The cross-party Uganda Women's Parliamentary Association (UWOPA) was trained in strategy development and consultation related to women's rights and gender equality issues. It is likely that this contributed to the adoption of important legislation on violence against women and female genital mutilation in this period.

#### 4. Civil society and the electorate: Greater involvement and participation by civil society in holding political leaders accountable and representing the views of the electorate. Owing to poor results measurement, knowledge of the effects on the target groups is limited.

The programme was intended to teach voters about their democratic rights and obligations to participate in elections and other political processes, and to assist civil society organisations in becoming more actively engaged in holding the authorities accountable. Through consultations with approximately 90 000 voters, a “citizens’ manifesto” was drawn up, which in its turn encouraged the electorate to use their votes and participate peacefully in the elections. The manifesto constituted the basis for around one hundred debate meetings with party candidates. Election training was given to voters, the police and military personnel, among others, with the emphasis on human rights, peaceful elections and tolerance. A multimedia campaign (“Honour your vote”) was designed to engender positive attitudes to and involvement in the election. The campaign received widespread attention (46 per cent of the population were aware of the campaign, according to Afrobarometer), but the effect of the campaign has not been objectively verified. Despite its increased involvement, conditions for civil society did not improve in Uganda during the programme period (see pages 94-95).

## 5. Media: Improved access to independent and reliable information

The programme intended to enhance the quality of news, media information and radio debates. Support to Uganda Radio Network, an independent news agency that produces reliable and independent information, led to higher quality news broadcasts from the approximately 50 local FM stations that subscribe to the news agency’s services. The programme was instrumental in bringing about a number of radio debates during which the authorities were questioned about their policies. More than 350 debates were conducted and broadcast from 20 radio stations. Little information has been obtained on the number of listeners or whether the information has led to changes in attitude and behaviour. The programme also aimed to limit laws and regulations that present obstacles to freedom of expression in the media. Lack of agreement and a poor cooperative climate among many media institutions contributed to the failure to achieve this objective.

### SOURCES:

- IDP (2011) Deepening Democracy Programme Uganda: End-term Evaluation Report



*The Deepening Democracy Programme helped to raise the quality of news broadcasting in fifty radio stations in Uganda.*

## EXAMPLE 4 GOOD ELECTION IMPLEMENTATION, BUT FRAGILE DEMOCRACY DEVELOPMENT IN PALESTINE

Since the Oslo Accords of 1993, Norway has been engaged in extensive development cooperation with Palestinian authorities in order to help achieve peace between Israel and Palestine. Since 1999, electoral assistance has contributed to the successful implementation of elections and the establishment of an electoral system that enjoys widespread credibility. However, the development of democracy has met with major challenges. The elections have not given the Palestinian National Authority the legitimacy, nor the Palestinian negotiators the strengthening that were intermediate aims of the election support.

### WHY: DEMOCRATISATION AS AN ASPECT OF STATE-BUILDING

The main objective of Norwegian aid to Palestine is to lay the foundations for an independent, democratic Palestinian state that can live in peace with Israel. Electoral assistance is one aspect of Norway's contribution to this state-building. The first election of president and legislative assembly took place in January 1996, in an atmosphere of optimism following the signing of the Oslo Accords. The Palestinians obtained their first, limited form of self-government only in the largest population centres. Palestine was still occupied, and the expansion of Israeli settlements on the West Bank and in East Jerusalem forged ahead. In most of the territory, freedom of movement and of economic activity is still limited. On the basis of appraisals by the World Bank, the IMF and the UN, the donor coordination group, the AHLC, stated in March 2011 that the state institutions of the Palestinian National Authority were functioning sufficiently well to administering a state.

### WHAT: DEMOCRATIC INSTITUTIONS AND ELECTIONS THAT LEGITIMISE PEACE NEGOTIATIONS

Norway supported the work to prepare for the elections with the drawing up of relevant legislation and development of the electoral system. Support to Palestinian civil society was given in parallel, partly in order to hold the authorities accountable. In addition to the goal of building democratic institutions and conducting sound elections, there was a wish to strengthen the legitimacy of the process of political negotiation initiated by the Oslo Accords. The elections were intended to give the Palestinian leadership a democratic mandate and legitimacy among its own people.

### HOW MUCH:

In the period 1999-2013, Norway allocated NOK 28 million for direct support related to elections, including the electoral commission. Norway also contributed to the 1996 election through support to the establishment of the Palestinian Central Bureau of Statistics, which carried out the first voter registration process.

### RESULTS: WELL-IMPLEMENTED ELECTIONS, BUT CONTINUED CHALLENGES FOR DEMOCRATIC DEVELOPMENT

The Norwegian electoral assistance has contributed to several elections being held:

- Local elections to municipal councils in Gaza and on the West Bank in 2005
- Presidential election in 2005
- Election to the legislative assembly in 2006
- Local elections on the West Bank in 2012

Election observers have concluded that these elections were well conducted. There is also a high degree of confidence in the electoral system. There is great interest and willingness to participate in elections in Palestine.

Democratic development has been challenging, and has now come to a halt. Between 1996 and 2006, there were no elections to the national assembly, and the terms of office of both the president and the national assembly have expired because no general elections have been held since 2006. Failed negotiations and the further entrenchment of the occupation resulted in new waves of violence and internal division in Palestine. This has undermined both the building of democracy and the legitimacy of the National Authority. It has also weakened the negotiating position of President Abbas.

In January 2001, the then Prime Minister of Israel, Ehud Barak, and the Palestinians' first President, Yassir Arafat, failed to negotiate a final peace agreement. A violent uprising, the Second Intifada, erupted in autumn 2000 and led to Israel resuming control of the self-governed territories. This led to a serious set back to the peace process and weakened the moderate forces wanting peace and reconciliation on both sides. The Palestinian economy was halved in the course of a few months. It has still not recovered and suffers greatly under the strict control of movement, goods and people that was introduced.

President Arafat died in November 2004. It was not possible to hold presidential or local elections again until 2005. In January, Mahmoud Abbas won the presidential election which Hamas boycotted. Hamas won a significant number of the local elections that were held in four phases throughout the year – the same year in which Israel's Prime Minister Sharon withdrew Israeli settlers and military personnel from Gaza. The local elections indicated that Fatah was no longer the party with universal support. The polarisation of Palestinian society was a reality: between Fatah, which conducted the Oslo process, and Hamas, which was on the US and EU terror lists for its armed resistance against Israel in contravention of the Oslo Accords.

Elections to the legislative assembly were held in 2006. Hamas won a majority of the seats in an election which the observers gave the stamp of approval. President Abbas respected the election result and appointed a government led by Hamas. International aid could therefore no longer be channelled through the National Authority, which was totally paralysed. A civil war soon broke out between Fatah and Hamas in Gaza, ending in Hamas taking full control of the Gaza Strip in 2007. Abbas appointed a new government on the West Bank without Hamas. The division of Palestine between the West Bank and Gaza effectively put the brakes on further democratic development in Palestine.

This example shows that the electoral assistance yielded good results, but well-functioning institutions and sound implementation of elections are not sufficient to ensure democracy. Democracy-building in an ongoing conflict situation is fraught with risks. The international community can make a positive contribution, but must tread carefully so that the fragile processes it wishes to strengthen are not undermined by the forces in the conflict.



*In the period 1999 to 2013, Norway allocated NOK 28 million for electoral assistance in Palestine. The support contributed to the implementation of elections, which only to a limited degree increased the legitimacy of the National Authority in the general public.*

## EXAMPLE 5 DEMOCRATIC DEVELOPMENT THROUGH SUPPORT TO POLITICAL PARTIES DID NOT YIELD DESIRED RESULTS

*Support to political parties can make an important contribution to democratic development. The programme did not help to bring about the desired organisational and capacity development of the cooperation partners.*

### WHY: WELL-FUNCTIONING PARTIES ARE NECESSARY FOR A WELL-FUNCTIONING DEMOCRACY

The core concept behind the establishment of the Norwegian Centre for Democracy Support (NDS) was that Norwegian political parties had experience and knowledge from which political parties in new and fragile democracies could benefit. "The idea of supporting political parties in new and unstable democracies is a good one," argued one researcher at the Chr. Michelsen Institute in 2007: "There is no such thing as a liberal democracy without well-functioning political parties; the parties must be there as a necessary link between the voters and those in power. The quality of the democratic institutions and of policy is dependent on high-quality parties. The parties must form the basis for a constructive opposition and for alternative solutions."

### WHAT: A CENTRE FOR COOPERATION BETWEEN NORWEGIAN POLITICAL PARTIES AND PARTIES IN NEW DEMOCRACIES

NDS was founded in 2002 as a forum for cooperation among political parties represented in the Storting. The organisation's goal was to support democratic development in new and unstable democracies. After a trial period, the centre was established in 2006 as an independent umbrella organisation for Norwegian political parties.

The main role of NDS was to provide economic support for democratic development projects for which the political parties in the Storting had taken the initiative. NDS primarily supported knowledge transfer and exchange of experience between Norwegian political parties and parties in developing countries. The projects focused on capacity development and organisational and institutional development, and placed emphasis on the importance of political participation by women and youth.

### HOW MUCH:

From 2002 to 2009, NDS received NOK 48 million in funding from the Norwegian Ministry of Foreign Affairs for 50 interventions.

### RESULTS: GENERALLY FEW LASTING EFFECTS IN THE PARTNER ORGANISATIONS

An evaluation undertaken by the Norwegian Institute for Urban and Regional Research (NIBR) in 2010 concluded that there was little to indicate that the NDS interventions had had the desired effect in the partner organisations. Nor did NDS ever function as the joint arena for learning and exchange of experience that was envisaged. The decision-making structure had significant weaknesses, with a high risk of conflicts of interest, and the secretariat lacked the necessary authority vis-à-vis the Norwegian parties.

Although the core concept behind the establishment of the centre was good in many ways, there are several indications that the fundamental principles of aid and support to political parties were not observed. Those representing the Norwegian political parties lacked essential knowledge of aid and development, and the projects were based on weak analyses of local political and social conditions. Recipient responsibility and transparency principles were observed to varying degrees, and the support did not form part of a broader democratisation strategy. The experts employed by NDS were not used effectively to enhance the quality of the activities. As a result, the experts gradually withdrew from NDS. Several of the individual projects that were evaluated yielded positive results nevertheless. For example, close to one thousand active party members benefited from a project on grassroots mobilisation and political education in Nepal, and NIBR was impressed by how one project contributed to strengthen a women's organisation in Kenya.

After the centre's general meeting disbanded NDS in 2009, a new grant scheme was established for support to political parties in developing countries, and Norad was charged with its administration. Altogether five parties and two youth parties have received support for strengthening party organisations in developing countries. The same NIBR researchers who conducted the review of NDS have again reviewed the support. The review concludes that the support to the parties has been made more professional, and that stricter requirements have been set for the projects. More projects than previously can document the impact of the support. The review shows, among other things, that more women and youth have been nominated and elected to serve in key offices in the parties.

#### SOURCES:

- Norad (2010) Evaluation of the Norwegian Centre for Democracy Support. Report 1/2010. NIBR
- Inge Amundsen (2007) *Bukken og havresekken* [The fox and the geese]. Chr. Michelsen Institute. Published in Norwegian daily *Dagbladet*, 6 December 2007
- Inge Amundsen (2007) *Donor Support to Political Parties: Status and Principles*. R 2007: 6. Chr. Michelsen Institute
- Norad (2014) *Review of Norwegian Democracy Support via Political Parties – draft*. NIBR





Photo: vein Nordrum NTB scanpix

*The parties represented in the Storting received economic support through the Norwegian Centre for Democracy Support to collaborate with like-minded parties in partner countries.*



## ACCOUNTABILITY AND TRANSPARENCY

Genuine participation and co-determination in society and politics is contingent on access to information and effective protection of freedom of expression, assembly and association. To ensure that the authorities effectively take responsibility, democracies have established a number of mechanisms for control and accountability, such as parliaments, national audit functions and ombudsman schemes. Transparency and scrutiny are not only important for safeguarding democracy and human rights; they also combat corruption. Free and independent media play a key role in democracy and human rights by gathering and disseminating information and as an arena for a free exchange of opinions. In conjunction with civil society organisations, the media can draw attention to abuse of power and corruption and thereby hold the authorities accountable. Transparency and access to information contribute to self-regulation and to the accountability of the authorities and other actors, such as business.



## EXAMPLES OF RESULTS

The involvement of both authorities and civil society is necessary to achieve accountability and transparency. The examples from Tanzania and Mozambique show how Norwegian budget support led to greater transparency and strengthened the authorities' ability to deliver public services, such as education. The strengthening of the National Statistical Office of Malawi provides the authorities with a better basis for social planning and enables civil society and the media to hold the authorities accountable for their policies.

The authorities in Ethiopia, with support from Norway, among others, have fortified institutions that play a central part in safeguarding human rights and democracy: the Ombudsman scheme, Anti-Corruption Commission, parliament and the Human Rights Commission. Improved taxation systems in Tanzania have enhanced the nation's ability to mobilise its own revenue.

The local population of Tanzania exposed corrupt public servants by tracking public spending. In Uganda and Zambia, a tightening up of the national audit functions led to the exposure of serious irregularities among the national authorities. After endorsing an international transparency standard, the Nigerian authorities discovered that extensive tax revenue was missing from the country's oil revenue, and in Bolivia the trade unions are now listened to, with the result that petroleum resources are distributed more fairly. The examples also show how Norway improves the situation for freedom of expression by protecting journalists and independent media organisations, and how documentation and publicising of violations of human rights make the work for these rights more credible and effective.

## EXAMPLE 6 BUDGET SUPPORT TO TANZANIA AND MOZAMBIQUE PROMOTED TRANSPARENCY, EDUCATION AND ECONOMIC GROWTH, BUT THE POOR ARE NO FEWER IN NUMBER

The conclusions of two major evaluations of budget support in Tanzania and Mozambique are clear: budget support has contributed to greater transparency and accountability and stronger economic growth. The funding has been used to augment access to public services, particularly in education, but the budget support has not reduced the percentage of the population who live below the poverty line.

### WHY: NEED FOR BETTER AID COORDINATION AND INTERACTION WITH NATIONAL AUTHORITIES

Generally development aid has consisted of many small projects requiring a great deal of administration by both donors and authorities. The budget support was intended to gather many small projects into one large programme, improve donor coordination and increase the effectiveness of development aid. The global discussion on the importance of sustainability, national ownership and consultation in the aid process increasingly pointed to the need for national decision-makers to take part in the processes on how aid resources should be used. It was regarded as important to support the use of the partner countries' own administrative systems, to ensure sustainability. Anti-corruption, transparency, accountability, democracy and human rights became central dimensions of budget support, and important in the dialogue between donors and authorities.

### WHAT: ROOTED IN DEMOCRACY AND DEVELOPMENT FOR ALL

In contributing to the financing of the government budget, budget support was intended to be an essential part of the parliamentary decision-making processes. The aim of increasing the size of the government budget was to improve the supply of public services such as health and education in a sustainable manner, in order for all the country's inhabitants to be able to benefit from development. There was a clear democracy and rights agenda. It was important that the budget support should contribute to build permanent systems and yield results that would endure after the budget support had come to an end. National plans for reducing poverty were to establish priorities for the allocation of the funds. These plans were to be developed as a result of national democratic political processes with broad consultations involving civil society and the people at large. This was intended to strengthen national ownership of the development programme, so that it would be continued also after the phasing out of budget support.

Poverty reduction – measured as a reduction in the percentage of the population living under the economic poverty line – was an important goal. Another goal was to strengthen social and economic rights, as expressed in the national Millennium Development Goals for education and health. For example, the percentage of all children who started school was measured, not whether an individual school project reached a few thousand children.

### HOW MUCH:

In the period 2005-2012, the total budget support from all donors amounted to NOK 30 billion to Tanzania and NOK 20 billion to Mozambique. The Norwegian contribution in the same period was NOK 1.9 billion to Tanzania and NOK 1.13 billion to Mozambique, accounting for about six per cent of the total amount to both countries. The budget support contributed to a doubling of the budget for the prioritised sectors in Tanzania and a quadrupling in Mozambique.

A total of 14 donors joined together in Tanzania, and 19 in Mozambique. The World Bank, the EU and the UK were the three biggest donors to both countries. Norway is one of the mid-range donors. Budget support averaged NOK 100 per inhabitant per year in both countries.

### RESULTS: MORE TRANSPARENCY AND ACCOUNTABILITY AND MORE CHILDREN IN SCHOOL, BUT NO FEWER POOR PEOPLE

The EU evaluation of budget support to Tanzania and Mozambique in the period 2005–2012 showed many similarities in the results for the two countries. Economic governance – the very foundation for administering the public sector – was improved in both countries. The improvement in parliamentary participation in the budget process, in particular, contributed to greater transparency and accountability. There is also increased civil society participation in the budget discussion.

### Budget support

Budget support consists of resources that go directly to financing the government budget with the aim of helping the country to attain its national development goals. Budget support is administered by the authorities themselves through their own financial management systems. Special systems for dialogues with donors are usually established as well. Evaluations of budget support in other countries have arrived at results similar to those for Mozambique and Tanzania.

In Tanzania, budget support coupled with other projects advanced anti-corruption work. This was reflected by a considerable increase in the number of corruption cases tried, from 218 in 2005 to 587 in 2010. In Mozambique, the evaluation found that the intensified dialogue around anti-corruption strengthened the follow-up of the national anti-corruption strategy.

The evaluations found that budget support provided a good platform for dialogue with the authorities on good governance and human rights, but that it has been weakened in recent years. The authorities found that large donor groups with many different priorities were difficult to relate to.

The number of children starting school increased considerably in both countries, but there are major challenges with respect to teaching and quality in the school system. Tanzania has almost full coverage for primary (primary and lower secondary) education, and almost as many girls as boys start school. In Mozambique, 36 per cent of six-year-olds started school in 2005, and 72 per cent in 2012. Four percentage points more boys than girls start school. The education sector budgets of both countries increased considerably. Statistical analysis shows that the increased investment in building schools and training more teachers has led to more children completing their primary education in Mozambique. The analyses reveal a positive correlation between budget support and improved educational results in Tanzania. However, the effect of increased resources to an individual school could not be measured immediately in the form of improved results.

The health sectors of both countries have also shown positive developments. Here it is more difficult to ascribe the results to budget support alone, because many different partners provide support to the health sector, much of it not channelled through the government budget. A weak, but positive correlation between budget support and health results was found for Tanzania.

Since budget support finances public efforts in a broad sense over a period of years, it is also relevant to look for changes in the UN Human Development Index. As shown in Figure 3.12 in Part 3, both Tanzania and Mozambique improved their point total on the index during the period. The improvement in living conditions took place in parallel with almost a doubling of the populations of both countries since 1990. Mozambique gained its independence 20 years after Tanzania, and underwent a destructive civil war. This may explain some of the difference between the levels in Mozambique and Tanzania.

Budget support contributed to increased economic growth in both countries: first, because budget support bolsters macroeconomic stability, which is important for economic growth; second, because budget support has made it possible to increase public sector spending without the state having to increase its domestic borrowing. This provided the private sector with readier access to credit, thereby enabling more investment. The authorities have an obligation to mobilise resources in order to fulfil human rights. Solid economic growth can provide more scope for this, but then budget support must not replace government revenue. In both countries, tax revenue increased significantly in the course of the period, most of all in Mozambique.

The budget support has not had the effect of reducing the percentage of the population that lives under the national poverty line in either country. The solid economic growth in both countries took place in sectors that do not employ very large numbers. The access to jobs for the urban poor did not improve. The many small-scale and subsistence farmers did not see any increase in productivity or improved access to markets, and therefore did not earn more. Both evaluations conclude that donors and authorities alike focused too little on measures to create jobs and increase agricultural productivity.

The conclusions for both countries were that budget support had been an effective form of development aid, more so than support for sector programmes or specific projects. At the same time, there were numerous recommendations as to how the budget support should be improved. In both countries, the budget support finances a steadily smaller share of the government budget.

**SOURCES:**

- European Commission (2013) *Joint Evaluation of Budget Support to Tanzania: Lessons learned and recommendations for the future*, ref 1321
- European Commission (2014) *Independent Evaluation of Budget Support in Mozambique*, ref 1330
- OECD-DAC (2012) *Evaluation budget support. Methodological Approach*



Photo: Ken Opprann

*In Mozambique, the percentage of six-year olds who started school doubled from 2005 to 2012, partly as a result of budget support from abroad.*

## EXAMPLE 7 STATISTICS PROVIDE A BASIS FOR POLITICAL DECISIONS AND FOR MAKING THE MALAWIAN AUTHORITIES ACCOUNTABLE

Relevant high quality statistics contribute to a better knowledge base for economic policy and strengthen social planning and policy-making capability. The collaboration between Malawian authorities and Statistics Norway (SN) has improved the economic statistics and national accounts, thereby providing a basis for more correct estimates of the country's wealth creation. Malawi now has one of the best statistical capacities among 15 sub-Saharan countries.

### WHY: «WE NEED A DATA REVOLUTION»

The economic statistics of many countries in Africa have major deficiencies. Figures from the International Monetary Fund (IMF) show that only a handful of countries in Africa follow the international recommendations for preparing national accounts figures. Routines for quality-assuring data are too weak and the statistics often do not capture small and medium-sized informal sector businesses. In a number of situations, countries therefore have to accept estimates produced by international actors such as the IMF and the World Bank, because they cannot present national figures of acceptable quality.

«We need a data revolution» This was one of the conclusions of the UN high-level panel of experts who provided input for the UN work on the new Millennium Development Goals. Inadequate financing and a lack of qualified experts are two of the main causes of the shortage of statistical capacity in Africa. Politicisation of statistics is another problem. Of the 54 members of the African Union, only twelve have completely independent national statistics offices, according to a report from the Centre for Global Development.

When Norway started its collaboration in 2004, Malawi had limited expertise in processing and analysing data that could document the country's economic development. As a result there was no reliable factual basis for providing Malawian politicians with evidence of the effects of their choices. Malawi scored relatively poorly on the World Bank statistical capacity indicator in 2004, as did the neighbouring countries of Zambia, Mozambique and Tanzania.

### WHAT: STRENGTHENING OF THE NATIONAL STATISTICAL OFFICE OF MALAWI AND USE OF STATISTICS FOR ECONOMIC PLANNING

Statistics provide an important basis for political decisions. Sustainable production of statistics is contingent on the authorities' regarding the statistics as so relevant and of such high quality that they themselves are willing to finance production in the longer term. Reliable and relevant statistics that are readily available and geared to the needs of the media, civil society and research communities also contribute to greater transparency and fact-based political dialogue. This may lead to the authorities being held accountable for their actions.

Since 2004, Statistics Norway has collaborated with the National Statistical Office and Ministry of Development Planning and Cooperation of Malawi. The aim of developing statistics capacity has been to give the Malawian authorities improved governance information in the short term, and put Malawi itself in a position to produce such information in the longer term. The project has had four main areas:

- strengthen economic statistics
- strengthen the national accounts
- build up the statistics infrastructure
- establish a system of household surveys with a statistical model that provides regular estimates of poverty

### HOW MUCH:

Norway has supported the development of statistics capacity and macroeconomic planning in Malawi in the amount of approximately NOK 110 million since 2004. The support provided by Statistics Norway includes personnel equivalent to about 20 man-years in Malawi, from 2004 and up to the present. Continued support is under consideration.

### RESULTS: BETTER STATISTICS PROVIDE A BETTER BASIS FOR DECISIONS

In 2014, Norad ordered an external review of the collaboration. The conclusion was that the long-term support for developing statistics capacity has yielded positive results. Ten years after the inception of the collaboration, Malawi has made major progress. According to the World Bank, Malawi is now one of the sub-Saharan countries with the best statistics capacity. For a period of ten years, Norway has been the largest contributor to Malawi's statistics capacity, and it is therefore reasonable to assume that much of the progress can be ascribed to the Norwegian contribution.

With the aid of Statistics Norway, the National Statistical Office of Malawi has developed an annual corporate survey that provides detailed information on the economic activity, broken down by industry, of the 440-odd major enterprises in the country. Malawi has also established an improved national accounting system. As a consequence of new data and improved definitions, the authorities were able to make a 37 per cent upward revision of the country's gross domestic product in 2008. Improved statistics and expertise in macroeconomic models have enabled the Malawian authorities to perform better analyses of the country's economic development, and have put them in a stronger position in their dialogue with donors.

The central statistics offices of African countries suffer from a shortage, not just of money, but also of qualified staff. A major challenge to sound prioritisation of Malawi's limited statistical resources is therefore that the National Statistical Office receives numerous orders for data acquisition from donors. The data has to meet the donors' needs for information relating to their own aid programmes, for example on developments in social indicators. Core tasks such as basic economic statistics and national accounts may suffer as a result. Better donor coordination and adaptation to national priorities is therefore necessary.

SOURCES:

- Albert Caspers, Chinemata Chipeta, Barbara Wirth-Bauer (2014) Macro-model for the Malawi Growth and Development Strategy. Mid-term review. Norad collected Reviews 2/2014
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- Center for Global Development and the African Population and Health Research Center (2014) Delivering on the Data Revolution in Sub-Saharan Africa. Final report
- World Bank Statistical Capacity Index (2014) The Bulletin Board on Statistical Capacity
- Bjørn K. Getz Wold, Geir Øvnsen, Irene Tuveng og Ellen Cathrine Kiøsterud (2011) *Statistikk som bistand. Økonomiske analyser* [Statistics as aid. Economic analyses]



*Applying internationally adopted statistical concepts to everyday life in Africa can present challenges. How does one ascertain the size of a catch, and correctly measure the value added by a fisherman who sells his catch along the roadside?*

## EXAMPLE 8 FAIRER DISTRIBUTION OF PUBLIC RESOURCES IN ETHIOPIA

*The Ethiopian authorities and the UN have together strengthened the country's human rights and democratic institutions. The programme has contributed to a fairer distribution of public resources among the regions of the country. The rights of individuals as human beings have been strengthened through free legal aid and intermediation, and it has become more difficult for public employees to embezzle community funds.*

### WHY: WEAK PROTECTION OF HUMAN RIGHTS AND DEMOCRACY

For decades Ethiopia has had weak institutions for protecting human rights and democracy. The country has enjoyed major economic advances in recent years, and is one of the few countries in Africa with the potential to achieve the UN Millennium Development Goal of halving extreme poverty. At the same time, political and civil rights in particular have come under pressure. Many of the important state institutions intended to protect human rights have lacked clout. For example, the country had established an ombudsman scheme for human rights, but the ombudsman's capacity was too limited, and the general public had little knowledge of it. In 2005, the ombudsman received only 67 complaint cases. Principles of justice and gender equality were given little emphasis when new acts of parliament were drawn up, and only a few public employees had registered their assets. This made it difficult to expose corruption.

### WHAT: SUPPORT TO STATE INSTITUTIONS TASKED WITH STRENGTHENING HUMAN RIGHTS AND DEMOCRACY

In recent years, the Ethiopian authorities have pursued a policy of strengthening the country's democracy and human rights institutions in order to contribute to social and economic development. The Democratic Institutions Programme (DIP) was developed by the United Nations Development Programme (UNDP) in collaboration with Ethiopian authorities and eleven of Ethiopia's cooperation partners. UNDP places great emphasis on the part institutions can play in the work of protecting and promoting non-discrimination, transparency, government accountability, meaningful participation and human dignity. These institutions can provide the population at large with the opportunity of filing complaints about breaches of human rights, and they can give the authorities important correctives. They can play an important part in countries with weak rule of law and limited democratic tradition. DIP wishes to strengthen the capacity of the Human Rights Commission, the Human Rights Ombudsman, the Parliament, the Anti-Corruption Commission, the National Electoral Board and the Office of the Federal Auditor General in Ethiopia. The programme focuses on training staff and increasing the efficiency of their working methods and systems. It has also given the institutions the opportunity of employing more people.

### HOW MUCH:

Norway has been one of DIP's principal donors and has contributed NOK 25 million in support to the programme since 2008. Norway is also the largest provider of core funding to UNDP.

### RESULTS: DIP MAKES STATE INSTITUTIONS MORE EFFECTIVE

DIP has had a number of teething problems, but in recent years many important results have been achieved. The Human Rights Ombudsman, the Anti-Corruption Commission, Parliament and the Human Rights Commission have all become more skilled in handling important human rights and democratic issues.

The Human Rights Ombudsman can use DIP to facilitate dialogue between authorities and inhabitants. Many more people are now aware that they have a right to file a complaint, and many have gained access to free legal aid. In the course of the programme period, the Ombudsman has dealt with 26 228 petitions. The Ombudsman's offer of free legal aid has strengthened human rights for many people. An example is the mediation between Hosana Municipality and the Alaro family. The municipality had annexed the Alaro family's land and offered it to an investor. The house and farm buildings were destroyed by bulldozers. Aided by DIP, the Ombudsman started investigating and negotiating with the municipality. The outcome was that the municipality returned the land to the Alaro family along with 500 000 Birr (equivalent to about NOK 150 000) to rebuild their farm. «Recovering our property was like getting our life back» said Ato Alaro, the farmer's son.

The Anti-Corruption Commission has increased its staff and has become better at providing information about the harm caused by corruption and at following up corruption cases. Its reputation was considerably enhanced during the programme period. During the programme period the Commission dealt with 2685 corruption cases and 612 persons were sentenced. 125 houses, 166 cars, 15 hotels, 4 factories, 96 kilos of gold and substantial sums of money were confiscated. In order to prevent corruption among public employees, the Commission has urged Ethiopia's 22 000 public employees to register their assets. Up to now, 17 555 have complied with this request.

Through the programme, Ethiopian members of parliament have received training in human rights, democracy and gender equality. This has led to more laws and decisions that strengthen human rights and gender equality. Among other things, the Ethiopian parliament has reviewed the budgetary distribution among the country's regions in order to bring about a fairer distribution of government funding.



DIP has helped to enable the Human Rights Commission to work more actively with breaches of human rights. This work included the establishment of 126 regional legal advisory centres. These have put the Commission in a better position to receive, investigate and follow up complaints and reports of violations of human rights and persecution. It uses television, radio and other media channels to reach the people and sets the agenda in important matters.

It has been important for Ethiopian authorities to themselves direct the planning and implementation of the programme, in order to ensure that results are achieved. DIP has worked with many of the key state institutions simultaneously, and has thereby avoided fragmentation and achieved synergy effects.

SOURCES:

- UNDP's reports on the Democratic Institutions Programme
- The final evaluation *Multi-Donor Support for the Democratic Institutions Programme: Terminal Evaluation*, by Filmon Hadaro Hando and Rajeev Pillay 2013
- *Democratic Institutions Programme: Project Completion Review*, by Gemechu Adimassu, DFID, 2013
- UNDP Ethiopia's website: [www.et.undp.org](http://www.et.undp.org)



*The Democratic Institutions Programme (DIP) has provided many people with access to free legal aid.*

## EXAMPLE 9 REQUIREMENT OF DISCLOSURE OF PUBLIC DOCUMENTS SECURES THE RIGHT TO WATER IN TANZANIA

*Without public transparency and disclosure, it is difficult for the general public to know whether public funds are being used in accordance with plans and budgets. Norwegian Church Aid and its local partners in Tanzania teach the citizens to track public spending and ensure that public funds actually are used to provide public services. This is a means of exposing and combating corruption, to make sure that public funds benefit the general population. The right to water is one of the human rights that have been strengthened as a result of this work.*

### WHY: LACK OF PUBLIC TRANSPARENCY LED TO HUMAN RIGHTS VIOLATIONS

Access to water is a human right. This is laid down in the UN International Covenant on Economic, Social and Cultural Rights, and was confirmed by Resolution 64/292 of the UN General Assembly in 2010. The UN member countries are legally obligated to provide their inhabitants with access to water at an acceptable price. The right to water is a prerequisite for winning the battle against poverty, hunger and disease. At the same time, 900 million people in the world do not have access to clean water. Almost every second Tanzanian lacks access to clean drinking water. In many cases this is due to corruption in the local water utilities.

### WHAT: FOLLOW-THE-MONEY TRAINING

Norwegian Church Aid has worked systematically with local Tanzanian authorities to strengthen human rights among their citizens. Norwegian Church Aid and local partners teach the local population to track public disbursements and ensure that public funds are actually used to provide public services. Village groups called PETS groups (Public Expenditure Tracking System) compare budget and accounts, and check that money does not disappear along the way.

### HOW MUCH:

From 2006 to 2013, Norwegian Church Aid spent some NOK 5 million on the work of securing the right to clean water in Tanzania. All funding came from Norad and the Norwegian Ministry of Foreign Affairs.

### RESULTS: EXPOSURE OF CORRUPTION SECURES RIGHT TO WATER

There are a number of examples of corrupt public servants having to leave their positions and repay stolen funds. People's rights have been upheld after campaigning by PETS groups. The right to water is one of the human rights that has been strengthened as a result of this work.

One example is the struggle fought by the villagers of Ilula in central Tanzania to assert their right to clean water. Before the project started, the villagers only had access to the public water supply for a few hours once a week. The manager of the local water utility had abused his position by limiting access to the public water supply. Tractors fetched water from the utility at night. The utility manager was paying middlemen to sell the water back to the villagers at five times the price.

«We only had access to water for a few hours once a week. So the committee began to follow up the water allocations. We set up a little network to trace where the water was going», relates PETS coordinator Rehema Mbwanji.

The local PETS group urged the village chief to call a meeting to discuss the water problem. They started asking questions: «Why are people not getting the water they have a right to?» After all, the funding had been allocated.

«That's when the problems started», relates Mbwanji. A number of the PETS members were arrested, and Mbwanji and a number of others had their shops closed by public servants. Some of the members were fined amounts of up to 800 000 shillings (about NOK 3000).

The work eventually led to the dismissal of the water utility manager and other corrupt employees from their positions. They were replaced by good managers, who held open meetings together with the PETS group at which everybody could ask questions about municipal operations, budgets and accounts. The Ilula villagers now have access to clean water and no longer have to walk for hours to find it. Local chiefs know that they must prepare well for the general meetings. The villagers ask questions and demand that the municipal administration use the maximum available resources to secure the right to water and other human rights.

See video on the Ilula villagers' struggle for clean water:



See film here:



SOURCES:

- Norwegian Church Aid results reports and project reports, including the project report *PETS stories on tracking water projects in Tanzania*
- Wateraid's website: [wateraid.org](http://wateraid.org)
- Office of the High Commissioner for Human Rights Norwegian Church Aid's *Follow the money!* Accountable governance of water services at the local level through Public Expenditure Tracking Systems (PETS)



Photo: Irene Dunda Njese, WCA

*«We only had access to water for a few hours once a week. So the committee began to follow up the water allocations. We set up a little network to track the water resources. The women are content they no longer have to walk long distances to fetch water», says Rehema Mbwaji.*

## EXAMPLE 10 TRADE UNION MOVEMENT CONTRIBUTES TO MORE DEMOCRATIC MANAGEMENT OF PETROLEUM RESOURCES IN BOLIVIA

*With the support of the Norwegian Confederation of Trade Unions (LO), the petroleum industry trade union in Bolivia is well on the way to regaining its important role after many years of decline. The trade union participates actively in the debate on how to manage the country's petroleum resources fairly and democratically.*

### WHY: A TRADE UNION MOVEMENT WITHOUT INFLUENCE

After being in private hands for almost 20 years, the petroleum sector in Bolivia was nationalised in 2006. Until then only limited petroleum revenues benefited the country's poor. After once being one of the strongest in Latin America, the trade union movement in Bolivia had weakened considerably. Low worker membership and lack of knowledge of the petroleum sector prevented the trade unions from playing a significant role. There was little social dialogue in the industry and the unions were heavily male-dominated.

### WHAT: STRENGTHENING THE FEDERATION OF OIL INDUSTRY WORKERS

The oil and gas sector has contributed substantial revenue to Bolivia since the nationalisation of this sector in 2006. Lessons learned from other countries reveal that revenue from the petroleum sector can help to reduce poverty provided there is good resource management and a sound redistribution policy. Active trade unions play an important part by expanding social dialogue, focusing on trade union and human rights, and ensuring a fairer distribution of revenue from the petroleum sector.

As part of the Oil for Development Programme in Bolivia, Norway has contributed knowledge and experience to the Federación Sindical de Trabajadores Petroleros de Bolivia [Bolivian Federation of Oil Industry Workers - FTPB] through LO and the Industry-Energy trade union. The objective is to make the trade union movement capable of engaging the authorities and employers to ensure broad participation and transparency in the petroleum sector.

### HOW MUCH:

Since 2008, the Oil for Development Programme has supported the FTPB through the Norwegian Federation of Trade Unions. The budget was in excess of NOK 500 000 in 2010-2012.

### RESULTS: AN ACTIVE TRADE UNION MOVEMENT ENSURES TRANSPARENCY AND CO-DETERMINATION

Having consisted of just 1000 members in 2008, the FTPB currently comprises almost 10 000 workers. This represents approximately half of all employees in the oil and gas sector. Although the financial contribution from Norway has been modest, the project has achieved good results. Through training and exchange of experience, the Norwegian trade union Industry-Energy has helped to promote awareness and knowledge about the petroleum sector in the trade union movement in Bolivia. This has improved the ability of the FTPB to carry out political lobbying work, mobilise employees and monitor the country's oil policy.

By raising controversial issues on behalf of its members, the FTPB helps to hold the authorities accountable. The federation has ready access to the authorities and is listened to in questions concerning the oil and gas sector. By organising annual oil seminars, the trade union movement promotes dialogue between the authorities, employers and workers.

Oil and gas extraction is an inflammatory topic in Bolivia, especially for environmental and indigenous peoples' organisations. In addition to its close cooperation with the authorities, the federation cooperates with the environmental movement and indigenous peoples' groups to place environmental questions on the political agenda. Since President Evo Morales came to power in 2005, systems for making formal complaints have been established for indigenous peoples affected by the development of gas pipelines. In accordance with Bolivia's obligations in relation to the International Labour Organisation (ILO), indigenous groups must be consulted on petroleum activity in their regions.

The trade union movement in Bolivia participates actively in the debate on fighting corruption, and the federation has regular meetings with the Minister of Hydrocarbons and Energy, the Minister of Labour, Employment and Social Security, and the President. In 2012 it was decided that the federation should have a representative on the boards of all the major oil companies. It can reasonably be assumed that this helps to reinforce the federation's opportunity to monitor the companies and thus reduce the risk of corruption.

Unionisation of workers in the petroleum sector is difficult, and it is particularly challenging to focus on equality. The FTPB prioritises unionisation of women and encourages them to be union representatives. It has succeeded in increasing the proportion of female members from 20 to 30 per cent in the last three years.

SOURCES:

- Norwegian Federation of Trade Unions (2013) *Grunnstudie og sluttrapport fra LO. Olje for utviklingsårsrapport 2013 [Baseline study and final report by the Norwegian Federation of Trade Unions. Oil for Development Annual Report 2013]*
- Thomas Perrault (2008) *Natural Gas, Indigenous Mobilisation and the Bolivian State*. United Nations Research Institute for Social Development



Oil workers at Itau Natural Gas Processing Plant in Carapari, Tarija province, around 750 km south-west of La Paz.

## EXAMPLE 11 TRANSPARENCY INCREASES TAX REVENUE FROM NIGERIA'S PETROLEUM SECTOR

*In addition to being Africa's leading oil producer, Nigeria was one of the world's most corrupt countries. Following the authorities' endorsement of the global transparency standard, Extractive Industries Transparency Initiative (EITI), failure to pay tax has been exposed and repayments made to the Nigerian state treasury.*

### WHY: ONE OF THE WORLD'S MOST CORRUPT COUNTRIES

Nigeria is the epitome of an oil-dependent country: 95% of the country's export revenue stems from oil. Accusations of corruption and misuse have long been associated with the administration of the country's petroleum resources. The contracts and legislation that regulate the oil sector taxation have been complex and often inaccessible and contradicting. In 2003, only one country was regarded as more corrupt than Nigeria in Transparency International's corruption index (see Figure 3.5 page 89).

### WHAT: AN INTERNATIONAL TRANSPARENCY STANDARD FOR NATURAL RESOURCES

In 2003, Norway was one of the countries that supported an initiative for an international transparency standard for cashflows from oil, gas and minerals: EITI. The intention behind EITI is that a larger share of revenue from natural resources should contribute to economic development and improved living conditions for the population at large. Through the introduction of transparency surrounding payment flows, the authorities will be made accountable for how the revenue is used. In this way EITI can lead to improved governance and less corruption. This would also improve the investment climate, and hence contribute to economic development.

### HOW MUCH:

In addition to policy-making support, Norway has been providing economic support to EITI since 2004. In the period 2009–2013, Norway's annual contribution averaged NOK 11.6 million. Over half of this went to strengthening civil society, a quarter to the international EITI secretariat, which is located in Oslo, and 17 per cent went to strengthening the authorities' natural resource management. NOK 600 000 of Norway's contribution has gone directly to the establishment of Nigeria EITI.

### RESULTS: ALMOST HALF A BILLION USD RETURNED TO THE NIGERIAN STATE

In 2004, Nigeria's President Obasanjo decided that the country should comply with the EITI transparency standard, and Nigeria EITI (NEITI) was established. The subsequent publication of the state's oil revenue revealed major discrepancies between what the government actually received and what it should have received. Since then, NEITI has spearheaded the work of reclaiming the missing tax revenue. NEITI discovered that one company owed the government an amount of tax equivalent to USD 8.3 billion for the three-year period 2009–2011. This is more than the authorities spent on the education budget in the same period. As a consequence of NEITI drawing attention to the missing receipts, USD 443 million has been returned to the state treasury so far. At present NEITI is conducting further investigations into deficient payments in collaboration with the tax office.

In addition to monitoring and publishing the country's oil revenues, Nigeria has made a number of proposals for reforms to promote transparency in the sector. The increased focus on oil revenues resulted in a draft new Petroleum Act for consideration by parliament during the autumn of 2014. Civil society representatives are now being more closely involved in work with the authorities and the private companies. Greater transparency makes it possible for people to hold the authorities accountable for natural resource management. In 2013, Nigeria had put 33 countries behind it on the Transparency International Corruption Perceptions Index. The improvement from second last place in 2003 cannot be attributed solely to EITI, but indicates that progress is being made in the struggle against corruption.

Following a very positive start in the first few years following Nigeria's endorsement of EITI, there have been periods when the work for transparency and anti-corruption has encountered opposition. To prevent development stagnating and the general public losing faith in the country's political institutions, it is necessary to maintain anti-corruption measures directed at both the oil companies and the authorities.

#### SOURCES:

- EITI (2013) *Annual Activity Report 2013 for Nigeria*
- EITI (2014) *The importance of natural resources for government revenues*
- IMF (2013) *World Economic Outlook Database*
- Transparency International (2003 and 2013) *Corruption Perceptions Index*



Figure 2.2: EITI contributes to transparency in the petroleum and mining industries. EITI documents licences and contracts, scope of production, taxation and the total revenue to the public purse. In this way the EITI standards can make an important contribution to ensuring that the revenue stemming from a country's natural resources benefits the general public.



Photo: Fredrik Naumann

*In 2004, Nigeria decided to adhere to the EITI transparency standard. The publication of the state oil revenue revealed major discrepancies between what the government actually received and what it should have received. As a consequence of NEITI drawing the attention to the missing receipts, USD 443 million has been returned to the state treasury.*

## EXAMPLE 12 BETTER TAXATION SYSTEMS AUGMENT STATE REVENUE AND LEGITIMACY IN TANZANIA

Cooperation on taxation with Norway and other donors has helped to lay the foundation for a more efficient tax administration in Tanzania. This may generate higher tax revenue for the country in the longer term. Tax audits in the mining sector have generated substantial additional income for the state.

### WHY: LOW TAX REVENUE FOR THE TANZANIAN STATE

Tanzania is rich in natural resources, and for the past ten years growth in gross domestic product (GDP) has averaged six to seven per cent annually. There is a potential for higher tax revenue, but the authorities have experienced major challenges in connection with effective taxation. The challenges are multifarious; among other things, there is inadequate expertise on complex transactions in and among multinational companies. This applies first and foremost to the extractive industry, but also to international companies in other sectors. Thus revenues to the state have not achieved their potential. The International Monetary Fund (IMF) estimates that the discrepancy between the tax that should have been paid and what was actually paid is around five per cent of GDP.

### WHAT: TAX FOR THE DEVELOPMENT PROGRAMME STRENGTHENS THE TAX AUTHORITIES AND CIVIL SOCIETY

A well-functioning taxation system can ensure needed income for the state. Moreover, a good taxation system is an important part of the democratisation process, because it helps to cement the social contract between the authorities and the citizens.

Norway has been collaborating with Tanzania on tax since the late 1990s and has made contributions in the fields of tax policy, tax administration and transparency, particularly in the extractive industry. Tanzania, Zambia and Mozambique are partners in the Tax for Development Programme. In 2012, a three-year cooperation agreement was signed between the Norwegian Tax Administration and the Tanzania Revenue Authority. Up to now, the cooperation has been concerned with tax audits, with a special focus on mining taxation. Companies in other sectors have also been covered. The aim is to enable more efficient collection by the Tanzanian Revenue Authority of correct taxes from the industry. The programme also includes assistance in the work on national guidelines for internal pricing, reviews and improvements of audit processes in order to increase tax revenues from large companies and capital gains tax.

Support to civil society is important for achieving the goals of Tax for Development. Since 2012, Norway has been supporting the work that Tanzania Extractive Industries Transparency Initiative (Tanzania EITI) is doing to make the authorities accountable by demanding transparency about the country's income from natural resources.

### HOW MUCH:

The three-year cooperation agreement between the Norwegian and Tanzanian tax authorities has a total framework of NOK 41 million. Norway is one of several donors who support Tanzania's work to produce a more efficient tax administration.

### RESULTS: COMPLETED TAX AUDITS AND IMPROVED LEGISLATION GENERATE HIGHER TAX REVENUE

Since the programme's inception in 2012, more than 70 per cent of the outstanding tax audits in Tanzania's mining sector have been completed by the Tanzania Revenue Authority with the support of the Norwegian Tax Administration. The work has yielded substantial extra income for the Tanzanian state. In one case, supplementary tax of more than NOK 237 million was calculated. The Norwegian support has combined courses in auditing method with practical guidance in individual cases.

The support has contributed to the completion of several processes that may contribute to increased tax revenue:

- A draft new Act on value-added tax and tax administration has been drawn up. The Act may help to strengthen Tanzania's potential for mobilising revenue in the time ahead.
- An action plan has been developed to reduce tax exemption. The aim of the plan is to bring tax exemption down from four to two per cent of GDP by the end of 2016. Norway's contribution to the plan has been to finance analyses and build the staffing capacity of the Tanzanian Ministry of Finance's Policy Analysis Department.

The combined initiative of Norway and other donors has helped to lay the foundation for a more efficient tax administration for Tanzania. Total tax revenue for 2012/2013 accounted for 17.8 per cent of Tanzania's GDP, an increase of 0.2 percentage point on 2011/2012 and 7.0 percentage points on 2004/2005.



Tanzania is today an approved full member of EITI. This means that the country meets international transparency requirements, which is a prerequisite for civil society and the media being able to hold the authorities accountable for the use of tax revenue. For more information about EITI, see the example on Nigeria EITI on pages 54-55.

See film here:



Sources:

- Tax for Development (2013) Annual report
- Tax for Development (2012) Report October 2012
- World Bank (2013) The Worldwide Governance Indicators: GDP growth (annual %)
- IMF (2001) Revenue Mobilization in Developing Countries
- Scanteam (2014) *End Review: Strengthening the Policy Analysis Department in the Ministry of Finance, Tanzania*



Photo: Marte Lid

*Stephen Magige works in Tanzania's tax administration and has participated in the tax collaboration with Norway.*

## EXAMPLE 13 AUDITORS GENERAL IN ZAMBIA AND UGANDA HOLD AUTHORITIES ACCOUNTABLE AND EXPOSE IRREGULARITIES

The auditors general in Zambia and Uganda have developed into independent, autonomous institutions possessing expertise and enjoying confidence as parliamentary control bodies. Their reports exposed irregularities in the Ministry of Education in Zambia and at the Prime Minister's Office in Uganda. The authorities in the two countries have had to repay NOK 30 million to Norway after the disclosures.

### WHY: WEAK AUDITOR GENERAL'S OFFICES WITH LITTLE CLOUT IN RELATION TO EXECUTIVE AUTHORITIES

The auditor general's offices in most of the countries with which Norway has development cooperation have been weak. The challenges have been lack of independence from the executive authorities, inadequate allocations to the institution and limited expertise and control and reporting capacity. The auditor general's offices have therefore had limited opportunity to audit the government accounts and detect economic irregularities and to check whether parliamentary decisions on public use of funds are complied with.

At the start of Norwegian cooperation with the auditor general in Zambia, auditing of public administration was of poor quality and limited scope. Audit reports were several years late, and there was little follow-up of audit remarks. The objectives of the collaboration have been to improve auditing methods and expertise, increase auditing capacity and improve reporting. The auditor general in Uganda exhibited a number of weaknesses, even though most central administrative units were audited. The institution had little independence in budgetary and employment matters, and there was little follow-up of audit remarks by executive authorities.

### WHAT: IMPROVED AUDITS BY THE AUDITOR GENERAL AND TRANSPARENCY ABOUT AUDIT REPORTS CAN MAKE THE AUTHORITIES ACCOUNTABLE

The auditor general has an important part to play in ensuring that communal resources are managed as determined by parliament. The auditor general contributes to the authority of parliament as a control body vis-à-vis the government. This is important for the distribution and balance of power in a democracy. Through scrutiny and guidance, the auditor general helps to ensure that public sector actors assume more responsibility for their tasks, prevent corruption and become more effective. The auditor general also contributes to knowledge of what works and what does not. This is important for the public debate and the ability of society to learn, make improvements and make wise decisions. Use by civil society actors of the audit reports may lead to more prudent use of state resources. Their use of the auditor general's reports may be particularly effective in countries with parliaments that have limited clout, and some auditors general are deliberately cooperating with these actors.

### HOW MUCH:

For the past 15 years, Norway has contributed to the capacity development of the Zambian auditor general's office in the form of money and long-term cooperation at institutional level with the Norwegian Office of the Auditor General. The support has been a collaboration with the Netherlands. Norway's contribution has been almost NOK 10 million annually. The Norwegian Office of the Auditor General has contributed in the form of expert advice and secondment of advisers.

In Uganda, Norway has been providing support to the auditor general's office since 2007 as part of a broad financial management programme. For the past few years, the support from Norway has amounted to some NOK 5 million annually. The Norwegian Office of the Auditor General recently entered into agreement on an institutional collaboration on auditing of the petroleum sector.

### RESULTS: EFFICIENT, INDEPENDENT AUDITS REVEAL ECONOMIC IRREGULARITIES

The auditor general's offices in Zambia and Uganda have increased their auditing capacity and reporting to parliament over the past 10–15 years, with the result that the institutions have become among the best in the region. In ratings of the government audit function in Public Expenditure and Financial Accountability (PEFA) reports, Zambia and Uganda now score a B, while most other countries in the region have lower scores (see box on PEFA, page 59). Zambia improved markedly in the first half of the 2000s, while Uganda climbed from C to B in 2012. International audit standards have been introduced in both countries, and the annual audit reports to parliament are now being delivered by the deadlines according to local requirements. In Zambia, regular audits are conducted of the administration of most public spending, compared with only 20–30 per cent prior to 2003.

Since 2007, the reform programme in Uganda has aimed to increase the auditor general's office's independence of the president and the government. A new law passed in Uganda in 2008 gave the auditor general's office greater independence to conduct audits of general government, control its own budget and make appointments to the institution. Funds from the programme have helped to increase the capacity of the auditor general's office through expanded office capacity, more equipment and the publication of audit reports. The institution now audits all government activities. At the same time, support is given to parliament's treatment of audit reports, so that this process is more up to date and the parliament is more accountable in its control function. The programme has also funded the conducting of a special audit of salary disbursements. The audit of the pay systems led to savings through the removal of personnel who should not have been on the payroll.

The Zambian auditor general's office launched an investigation into spending in the education sector and concluded in 2012 that there were unused resources and undocumented spending amounting to around NOK 26 million. Some of the money was associated with Norwegian support, and NOK 6.8 million was repaid to Norway. There was a similar occurrence in 2012 in Uganda, when the auditor general's office prepared an audit report that exposed the embezzlement of NOK 80 million by the Prime Minister's Office. The money, which was partly Norwegian aid, was supposed to have been used to rebuild the war-torn areas in the north of the country. Norway was repaid NOK 23 million as a result of these disclosures. The detection of undocumented expenditure and subsequent follow-up by the authorities would probably not have taken place if the capacity and standing of the countries' auditors general in relation to the executive authority had not gradually been strengthened.

Norwegian aid and transfer of expertise has contributed to the improvements in the two auditor general's offices. The institutions now function better, and the governments are to a greater extent held accountable for their actions. In recent years, the auditor generals in Zambia and Uganda have been contributing to the capacity development of other auditor generals' offices in Central and Southern Africa. Much of this work has been organised by the International Organization of Supreme Audit Institutions, INTOSAI, which receives support from Norway.

- SOURCES:
- Deloitte (2012) *Restructuring and Institutional Development Project (RIDP) in Zambia. Mid-Term Evaluation of the RIDP-IV*
  - Swedish NAO (2013) *Evaluation of the Cooperation Project between the Office of the Auditor General of Zambia and the Office of the Auditor General of Norway*
  - World Bank (July 2014) *The Second Financial Management and Accountability Programme (FINMAP II) in Uganda. Mid-Term Review*
  - PEFA Database and reports on Uganda and Zambia, [www.pefa.org](http://www.pefa.org)

### Indication of progress in public financial management

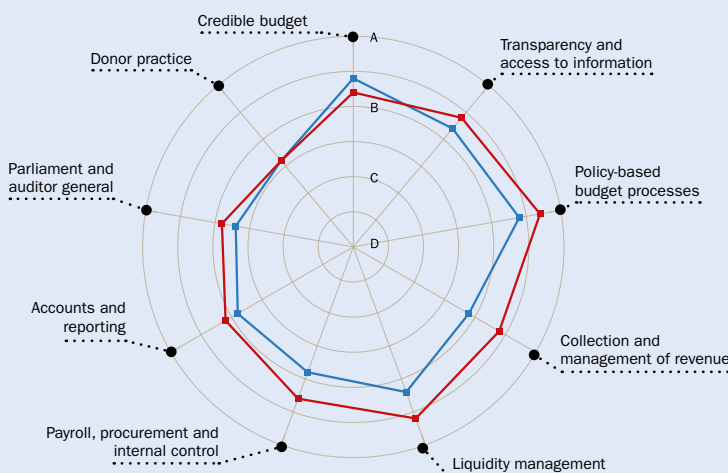
Systems for managing public income and spending are central to well-functioning democracies. Norway supports reforms and capacity development in various spheres of public financial management, including tax administration and public sector audits in Uganda, Nepal, Tanzania, Mozambique, Zambia, Malawi and Somalia.

In the area of public financial management, Norway has supported the development of an internationally accepted results measurement framework for use in partner countries. This framework is called Public Expenditure and Financial Accountability (PEFA) and was launched in 2005. Since 2005, this framework has been used to perform analyses in 140 countries. In some of these countries, PEFA analyses have also been performed several times, so that it is possible to measure changes over time (see Figure 2.3).

Improving public financial management systems requires a long-term approach. The analysis shown in the figure indicates a certain amount of progress in a number of areas, such as more transparency surrounding the use of public funds, better control systems and more efficient revenue collection. Parliaments and auditor general's offices were among the areas with the lowest scores in 2005, but have shown improvements in recent years. The figure shows that there are no essential improvements in donors' use of the authorities' systems.

The authorities in a number of countries use these analyses and results indicators to design reform programmes and measure results. For example, a government should submit a draft national budget to parliament well before the start of the budget year for a substantive discussion to be possible in accordance with generally accepted international practice and as measured through PEFA. In recent years, Norway has also supported the development of more detailed performance frameworks in some areas of public financial management, including tax administration, government audits and management of public debt, all of which are inspired by the methods in the PEFA Framework.

**FIGURE 2.3 ADVANCES IN PUBLIC FINANCIAL MANAGEMENT IN AFRICA**



2006-2009  
2010-2013

Shows nine different dimensions of public financial management in 20 low-income countries in Africa. The scale is from A (best) to D (poorest).

Source: [www.pefa.org](http://www.pefa.org) and the UK Department for International Development (the presentation of the figure has been somewhat modified by Norad).

## EXAMPLE 14 RELIABLE INFORMATION IS IMPORTANT FOR STRENGTHENING HUMAN RIGHTS

*Solid documentation of human rights violations is a prerequisite for effective and strategic human rights work. The international organisation Human Rights Information and Documentation Systems (HURIDOCS) works systematically to document breaches of human rights and make the information available to others so that it can be used in their human rights work.*

### WHY: UNUTILISED POTENTIAL FOR DISSEMINATING INFORMATION USING NEW TECHNOLOGY

In the late 1970s, a group of human rights organisations began in earnest to realise the need to use modern information technology in their work. They experienced difficulties in documenting violations of human rights and major challenges associated with managing, coordinating and distributing the documentation. Since the internet and e-mail became available, it is more difficult for oppressive regimes to stem the flow of information. Modern databases have also made it possible to collect and analyse large quantities of data.

### WHAT: DOCUMENTING HUMAN RIGHTS VIOLATIONS

HURIDOCS has been developing and making available documentation techniques, monitoring methods, management systems and information technology for more than 30 years. This has made it easier for citizens to hold states accountable for their actions. The documentation work has helped to improve the human rights situation. HURIDOCS also assists human rights organisations in making their websites more accessible, relevant and user-friendly. HURIDOCS has more than 150 partners all over the world.

### HOW MUCH:

HURIDOCS received support from Norad in the period 1998–2010. Norway was the largest donor in this period, contributing NOK 600 000–700 000 annually.

### RESULTS: MORE RELIABLE, EFFECTIVE AND SAFE HUMAN RIGHTS ORGANISATIONS

HURIDOCS has developed

- standards for human rights monitoring
- manuals for local human rights work
- IT tools for documenting human rights violations
- search tools for providing rapid access to human rights information

An evaluation conducted by the Norwegian Centre for Human Rights in 2007 concluded that the tools were cost-effective and of very high quality.

An example is the HURIDOCS project «Eye on Cuba» in collaboration with the organisation People in Need. The collaboration has resulted in the website [www.eyeoncuba.org](http://www.eyeoncuba.org) which has used charts, pictures and graphics to document more than 800 breaches of human rights in Cuba.

The website has become an important source of information on the human rights situation in the country. This is the first time information on breaches of human rights has been systematically collected in this way to make it available to a wide public. It is difficult to demonstrate that the documentation actually leads to safeguarding of the rights of Cubans. Other experience drawn from human rights work has shown that reliable information on human rights violations is important for making the authorities accountable, impelling changes in the exercise of power and reducing persecution.

Another example is HURIDOCS' collaboration with the Institute for Human Rights and Development in Africa, which has resulted in African Human Rights Case Law Analyser. For parties involved in a dispute, ready access to court decisions from similar court cases is very useful, but it is often difficult and time-consuming to find databases with this kind of information. African Human Rights Case Law Analyser is an online documentation centre with judgments from previous cases on breaches of human rights. Users can also enter their own comments and interpretations, which may be useful later to parties in other disputes. Between the time of its establishment in November 2010 and 2012, the website had almost 25 000 visits from people in 182 countries. African Human Rights Case Law Analyser is continuing to develop the site, amongst other things to make the information available in more languages.

HURIDOCS cannot directly take the credit for an improvement in the situation of those who suffer or are threatened with violations of human rights. They do not work directly with victims, but make the work of human rights organisations and activists more reliable and effective. This applies both to the work of lobbying the authorities and to raising the awareness of the citizens. For example, the head of Global Human Rights Defence asserts that HURIDOCS' tools and manuals have strengthened the organisation's methods for collecting and documenting information and have guided local human rights observers in their specific tasks.

The president of the Human Rights Centre in Cambodia says that they have worked jointly with HURIDOCS to train trade unions and human rights organisations in the use of databases. This has revolutionised the manner in which human rights violations are monitored and documented in Cambodia. It has also led to more fruitful cooperation between different players in the struggle for, and the protection of, human rights.

Norwegian support has been phased out, but HURIDOCS is still in demand and assists other organisations and institutions in documenting violations of human rights.

#### SOURCES:

- Centre for Human Rights (2007) Review of HURIDOCS organisation
- HURIDOCS' own reports and other communication with Norad
- Websites: [www.huridocs.org](http://www.huridocs.org), [www.eyeoncuba.org](http://www.eyeoncuba.org) and [www.caselaw.ihrda.org](http://www.caselaw.ihrda.org)
- Watna Horemans (2012) *The African Human Rights Case Law Analyser. A Collection of decisions from the African Human Rights System*. University of Cape Town

## EXAMPLE 15 FREE MEDIA DISSEMINATE NECESSARY INFORMATION TO THE GENERAL PUBLIC

*Freedom of expression and freedom of the press are fundamental to democratic development. Freedom of the press can help to create dialogue and dampen conflict. The organisation International Media Support (IMS) has enhanced journalists' safety and enabled them to report on sensitive issues in countries impacted by war and conflict. The media, independent journalists and others all benefit from a freer press.*

### WHY: FREE MEDIA UNDER PRESSURE

During humanitarian crises there is a strong need to disseminate reliable information and news. Journalists and the media play an important part, but they risk being pawns in a political chess game and may be subjected to persecution. In the 1990s, there were many examples of the media being manipulated and used to stoke violent conflicts.

### WHAT: SUPPORT FOR THE MEDIA IN WAR AND CONFLICT

IMS arose in the wake of the war crimes in the former Yugoslavia and the genocide in Rwanda. Its vision is to promote peace, stability and democracy by supporting local media in conflict areas. IMS promotes media diversity and development in countries where free and independent media are threatened or non-existent. These may be countries experiencing conflict, burgeoning democracies or countries with repressive and authoritarian regimes. IMS works for integrity, quality and professionalism in the media. It supports national journalist associations and helps to uphold media laws that protect the rights and safety of journalists. In the period 2009–2012, IMS had activities in 28 countries which were all affected by conflicts of varying severity.

### HOW MUCH:

In the period 2009–2013 the contribution by Norway was almost 3,7 million kroner, a little less than nine percent of IMF' total budget. If the support from the MFA and Norwegian embassies is included, the Norwegian support equivalent more than 20 percent of the total budget of IMS in this period.

### RESULTS: GREATER FREEDOM OF EXPRESSION THROUGH PROTECTION OF JOURNALISTS AND INDEPENDENT MEDIA ORGANISATIONS

IMS supported local journalists before and after the Kenyan elections in 2013 so that they could operate safely and independently in a potentially dangerous political climate. Working with the Media Council of Kenya, IMS has identified and strengthened national security mechanisms, thereby contributing to integrity, independence, professionalism and openness for journalists. Partly as a result of IMS's efforts, journalists' safety was improved and the general public gained readier access to reliable information in connection with the elections.

In Somalia, IMS has contributed to journalists' production of reliable and accurate information on the humanitarian situation. The organisation has helped the radio station Radio Ergo to broadcast neutral, balanced news to the Somali people. Radio Ergo is on the air daily and covers the whole of Somalia. It has 20 local correspondents and cooperates with seven local radio stations. The radio contributes to vital information flow between the local population and organisations that provide humanitarian aid.

IMS's international network has made a strong contribution to issues such as freedom of expression and freedom of the press being put on the agenda in the wake of the civil war and during the peace process in Nepal. IMS organised and paved the way for international visits and meetings with local contacts in Nepal. They also contributed to dialogue between civil society, the media and authorities, and to a greater diversity of opinion in the media. Reports and other documentation indicate that IMS's input has contributed significantly to the decline in violations of freedom of expression and of freedom of the press in Nepal.

#### SOURCES:

- Norad (2011) Evaluation of Norwegian Development Cooperation to Promote Human Rights, Chapter 5 "Evaluation of support to freedom of expression"
- Lars Oscar (2013) External evaluation of the project "Promotion of awareness and civil society support for freedom of expression in Southern Sudan"
- IMS (2013) Final report on the agreement between International Media Support and basket funding donors Danida, Norad and Sida on support to media in conflict from September 2009–February 2013
- Websites of IMS [www.i-m-s.dk](http://www.i-m-s.dk), Radio Ergo [www.radioergo.org](http://www.radioergo.org) and Media Council of Kenya [www.mediaCouncil.or.ke](http://www.mediaCouncil.or.ke)



Free media are important in functioning democracies.



## RULE OF LAW

In a country governed by the rule of law, the state discharges its responsibilities solely on the basis of publicly disclosed general laws. In a democracy, laws are passed by elected representatives. Laws are intended to ensure that the state is predictable and treats all citizens equally. The principles of rule of law are fundamental to democracy and to the protection of human rights, and are essential for curbing abuse of power by the authorities. Rule of law is characterised by a number of institutions and processes such as legislation, independent law courts, civil forces and a prison administration. Ombudsman schemes, civil society organisations, independent media and human rights defenders are crucial for ensuring that the principles and procedures of the rule of law are maintained. Democratic states governed by the rule of law are based on the principle of power sharing between the government, the courts and the legislative assembly.



## EXAMPLES OF RESULTS

Norwegian aid for strengthening rule of law in partner countries includes training in human rights for judges, jurists and police, security sector reform, the development of legislation and ensuring access to the judicial system. The first example of results shows how experts from the Norwegian justice sector have contributed to raising the standard of Moldova's justice sector. In Tunisia, civil society has participated actively in drawing up the country's new constitution, which provides a sound basis for human rights. Legal aid, protective measures and relocation are used to protect human rights defenders, who often live under threat of persecution and arbitrary imprisonment. In Indonesia, local communities are well on their way to protecting land rights in the rainforest. The human rights organisation Al-Haq is contributing to strengthening human rights and the rule of law in Palestine.

## EXAMPLE 16 RULE OF LAW ENSURED BY STRENGTHENING THE JUSTICE SECTOR IN MOLDOVA

Since 2007, Norwegian experts from the prosecuting authorities, defence lawyers, judges, prison counsellors and probation counsellors have contributed to improvements in jails, the treatment of prisoners and laws in Moldova. The work has been organised through the Norwegian Mission of Rule of Law Advisors to Moldova (NORLAM).

### WHY: DESIRE FOR STRONGER INTEGRATION IN EUROPE

Moldova gained its independence when the Soviet Union was dissolved in 1991. The country inherited the Soviet system of justice, characterised by poor prison conditions, long sentences for even minor transgressions and extensive use of detention before trial. Moldova has been motivated to reform its justice sector by the desire to reduce the number of adverse judgments in the Court of Human Rights at Strasbourg, further Moldova's integration into Europe and pave the way for EU membership. Norwegian authorities decided in 2006 to contribute to this reform.

### WHAT: NORWEGIAN EXPERTS TRANSFER EXPERTISE AND EXPERIENCE

A central goal of the reform process and of NORLAM's work has been to reduce the penalty level in Moldova to a European level. Another goal has been to increase the use of alternatives to imprisonment, such as community service, and fines or withdrawal of prosecution for minor offences.

NORLAM has established itself as a valuable resource for Moldovan authorities, and is administered by the Ministry of Justice and Preparedness as a contribution to the development of a state under the rule of law. The ministry is responsible for recruiting Norwegian experts from various parts of the judicial sector.

### HOW MUCH:

In the period 2007–2014, NOK 75.4 million was disbursed for the implementation of the programme.

### RESULTS: ENHANCED PROTECTION THROUGH IMPROVEMENTS IN LAWS, THE USE OF IMPRISONMENT AND TREATMENT OF PRISONERS

NORLAM is called upon regularly to comment on proposed new laws. When a new Penal Code was to be drawn up in 2009, NORLAM's comments were incorporated in the preparatory works. At NORLAM's suggestion, out-of-court judicial examination of children under the age of 14 years has been introduced into the Criminal Procedures Act, so that children do not have to appear in court. In conjunction with other international players, NORLAM has contributed to bringing Moldovan law largely up to the level of other European countries.

A consequence of NORLAM's work is reduced and far more controlled use of detention prior to sentencing. In 2005, an average of 2 190 prisoners, or 61 per 100 000 inhabitants, were on remand on any one day. In 2013 this was reduced to an average of 1 260, or 35 per 100 000 inhabitants. The number of minors fell from 83 in 2008 to 24 in 2013.

From January 2007 to January 2013, the number of prisoners was reduced by almost 2000, to 6583. The average sentence was reduced from eight to seven years. In 2007, 159 prison sentences of a total of 2261 were for over 15 years. In 2013, this figure had been reduced to 46 of 1794 sentences. Both the authorities and civil society organisations stress the part NORLAM has played in bringing about these changes.

In the prison administration, NORLAM has concentrated on the staff's qualifications and their attitudes to the prisoners. The central prison authorities point out that it has become far more attractive to work in a prison as a result of the reforms. The age of new recruits has fallen, and their level of education has risen in the course of a few years.

Young criminals are a key target group for NORLAM's work. In addition to alternative penal sanctions, the establishment of prison conditions with the focus on individual follow-up and education has occupied a central place. A special prison has been upgraded with this in mind, and has been in operation since 1 June 2013. Self-harm and hunger strikes by prisoners have been common. In 2010, the Human Rights Ombudsman in Moldova reported a total of 1074 hunger strikes and 541 cases of self-harm in prisons. In 2012, the number of cases of self-harm had fallen to 388. After only one year, the number had been reduced to zero among young people. Instead of penal sanctions, the staff focus on rewarding good behaviour.

There is a stronger focus on follow-up of the individual inmate and on activation, education and training. The prospects for reintegration into society following a prison sentence have improved, and there are indications that the percentage of recidivists has fallen. The prison authorities have monitored prisoners under the age of 18 who were released in 2005. 25 per cent had returned to prison during the subsequent eight years. After one year of operation, six youngsters have been released from the youth prison Goian, and none of them have returned.



One major goal has been to build bridges between the various professions engaged in the penal process, with the focus on transfer of knowledge and experience of the Norwegian and European criminal justice system. Prosecuting authorities, judges and defence lawyers in Moldova have attended seminars that provide a common forum for discussing the use of community service, penalty levels and understanding of the European Convention on Human Rights. The justice and prison authorities, other donors and civil society all stress that NORLAM's strength is that it supplies the whole criminal process with experienced professionals. They spend time in Moldova, are available and contribute professional advice at short notice.

According to the review, stronger Norwegian political engagement in justice sector reform in Moldova could help to amplify the effects of the professional involvement. Norwegian authorities could thereby encourage the political leadership of Moldova to actively promote reform of the justice sector, which will increase the chances of the Norwegian support having lasting effects. Given better primary data from the Moldovan side, it would be easier to demonstrate the effect of the input from NORLAM.

SOURCES:

- Scanteam (2009) Review of NORLAG and NORLAM
- The International Security Sector Advisory Team, ISSAT, at the Geneva Centre for the Democratic Control of Armed Forces, DCAF, (2014) Review of NORLAM
- Report from the Ombudsman in Moldova
- Department of Penitentiary Institutions of Moldova (DPI)
- Department of Courts Administration in Moldova
- International Centre for Prison Studies (ICPS)
- Annual Reports of the General Prosecutor's Office



Photo: Petter Bauck

Young criminals are a key target group for NORLAM's work. In addition to alternative penal sanctions, establishing imprisonment conditions with the focus on individual follow-up and education has occupied a central place. Physical activity is important for youngsters in detention.

## EXAMPLE 17 RULE OF LAW STRENGTHENED IN TUNISIA'S NEW CONSTITUTION

The Arab spring started in Tunisia in 2011. In October the same year, the Tunisians held elections for a constituent assembly. The country's new constitution was adopted by a large majority in January 2014. The constitution enshrines all internationally recognised human rights, in addition to ensuring the establishment and maintenance of democratic institutions.

### WHY: CONSTITUTION WITH INADEQUATE SAFEGUARDING OF DEMOCRACY AND HUMAN RIGHTS

Tunisia adopted the first written constitution in the Arab world as early as in 1861, and in 1959 adopted a new secular constitution as an independent nation. Although the 1959 constitution established a number of civil rights, it failed to safeguard democratic institutions and to protect a number of human rights. There was therefore a demand for a new constitution following the national uprising of 2011. The new constitution had to provide for a more even distribution of benefits and rights and ensure that the country did not lapse back into the dictatorial practices that had become entrenched in recent decades.

### WHAT: INCLUSIVE PROCESS FOR NEW CONSTITUTION

Consultations with civil society are important for ensuring legitimacy in the drawing up of a new constitution. UNDP has worked with a number of civil society organisations to encourage them to become involved in the constitutional work in Tunisia. The Venice Commission, an organisation under the Council of Europe, provided legal and expert advice to the national assembly during the constitutional process. They also provided training for members of parliament. In spring 2013, they published a report on the new draft constitution.

### HOW MUCH:

Norway has supported the drawing up of a new Tunisian constitution in a number of ways. Norway's contribution through the UNDP programme was USD 200 000 in the period 2011–2013. In addition, Norway contributed EUR 200 000 to the Venice Commission's work in Morocco and Tunisia in 2012–2013.

### RESULTS: NEW CONSTITUTION PROTECTS HUMAN RIGHTS AND DEMOCRACY

The election of a Constituent Assembly in October 2011 took place under very open conditions, and over a hundred parties submitted lists. In addition to national and regional organisations, international organisations such as the Carter Center, International Republican Institute, National Democratic Institute and EU were present and declared the election free and fair. A three-party coalition government took office in December 2011.

The constitutional work was delayed by over a year, partly because of extensive dialogue between civil society and parliament. UNDP contributed to making the constitutional process broad and inclusive. They trained 32 members of the national assembly to prepare a basis for consultations and make contact with grassroots movements. UNDP led the work of national consultations on the constitution with 300 organisations. A total of 32 000 people were involved in the work. UNDP placed special emphasis on including youth, women and citizens from rural areas.

In January 2014, the constitution was adopted with 200 votes for and only twelve against.

The Venice Commission supported the work of spokespersons from Tunisian civil society and constitutional experts, and as a result the constitution was more in line with international norms and rule of law principles. The Venice Commission's thorough report on the draft constitution received a great deal of attention in the Tunisian press, and contributed to an important social debate before the constitution was adopted.

Proposals for which the commission and other players worked were included in the final version of the constitution. For example, women's rights were protected more specifically, and a section was amended to strengthen the protection of human rights. In contrast to a number of other countries in the region, sharia law is not mentioned as a legal basis in Tunisia's constitution.

#### SOURCES:

- Report of the Venice Commission (2013) Sur le Projet Final de la Constitution de la RepubliqueTunisienne
- UNDP (2014) Appui au processus constitutionnel et parlementaire et au dialogue national en Tunisie
- The Venice Commission's website [www.venice.coe.int](http://www.venice.coe.int)
- UNDP Tunisia's website: [www.tn.undp.org](http://www.tn.undp.org)



Tunisian MPs at a parliamentary meeting on 18 April 2014 to discuss Tunisia's electoral laws.

## EXAMPLE 18 PROTECTING HUMAN RIGHTS DEFENDERS STRENGTHENS THE STATUS OF HUMAN RIGHTS IN SOCIETY

Human rights defenders are persecuted in a number of countries. Frontline Defenders uses scholarships, training and advocacy to secure a safer everyday life for many of these people who defy danger and stand up for human rights. Protecting human rights defenders against persecution not only benefits the defenders themselves; it also helps to strengthen the status of human rights in the society in which they live.

### WHY: HUMAN RIGHTS DEFENDERS ARE PERSECUTED AND HARASSED.

Human rights defenders the world over are harassed and subjected to arbitrary imprisonment, illusory legal processes, threats, torture, disappearance or murder. In 2013, Frontline Defenders documented 26 murders of people fighting for human rights. This figure is probably only the tip of the iceberg. Human rights defenders who fear reprisals from the authorities are threatened into silence. This creates a climate in which it is difficult to improve the conditions for human rights and democracy.

### WHAT: GRANTS FOR THE PROTECTION OF HUMAN RIGHTS DEFENDERS

Frontline Defenders' work is directed at increasing respect and support for human rights defenders and their struggle to change society. The organisation supports human rights defenders who are subjected to pressure, increases the visibility of the work they do and focuses on the legitimacy of the work through advocacy campaigns. The organisation also documents persecution of human rights defenders. Frontline Defenders provides swift, effective emergency assistance to human rights defenders in acutely dangerous situations, for example by helping them to reach safety if they are persecuted. They engage in preventive work to improve the security situation over time and assist with legal aid and education.

### HOW MUCH:

Frontline Defenders have been receiving Norwegian support since 2010. The current three-year agreement has a framework of just under NOK 12 million. Norway's contribution accounted for about 11 per cent of the organisation's income in 2013.

### RESULTS: 86 HUMAN RIGHTS DEFENDERS RECEIVED SUPPORT FOR TEMPORARY RELOCATION IN 2013

Between June 2012 and 2013, Frontline Defenders assisted 86 human rights defenders from 40 different countries with temporary relocation to a safer area in their home country or a neighbouring country. 86 per cent of those who received security grants from Frontline Defenders in 2013 reported that they felt «safe» or «very safe» as a result of the relocation support.

During the same period, Frontline Defenders conducted 30 seminars and trained 435 human rights defenders. 64 per cent reported that they had implemented security strategies or measures as a result of the training in organisational security. 78 per cent reported that they had implemented security measures as a result of digital security training.

Nabeel Rajab, president of the Bahrain Centre for Human Rights, is one of the human rights defenders who has received a security grant from Frontline Defenders. Rajab has been arbitrarily imprisoned by the authorities in Bahrain and has been subjected to a number of attacks. Thanks to support from Frontline Defenders, Rajab's house is protected by surveillance cameras, so that he and his family are now protected against attacks.

Insight, a Ukrainian organisation that works for the rights of sexual minorities, received a grant to install security equipment in its new office following threats and damage to one of the organisation's displays. «Thanks to this support, we have been able to focus our activities on work for sexual minorities in Ukraine. Our activities have increased, and we are now able to hold open arrangements for lesbians, gays, bisexuals and transgender persons» says the organisation regarding the impact of the grant they received.

SOURCES:  
• Frontline Defenders (2013) Annual Report  
• Website [www.frontlinedefenders.org](http://www.frontlinedefenders.org)



Nabeel Rajab with tear gas grenades that were fired at his home one night.

## EXAMPLE 19 LOCAL COMMUNITY WON CASE IN CONSTITUTIONAL COURT OF INDONESIA

*Support to environmental and indigenous organisations that conduct training in negotiating with the authorities and mapping of forest and traditional land areas has strengthened the land rights of the local population in Indonesia.*

### WHY: COMMERCIAL FORCES DISREGARD LOCAL LAND RIGHTS

Indonesia is the third largest rainforest country and accounts for the world's third highest emissions of greenhouse gases, including emissions resulting from deforestation. Over 80 per cent of the emissions are due to destruction of forest and loss of carbon-rich peatlands. Without measures to prevent deforestation, annual emissions are expected to increase from about two billion tonnes to close to three billion tonnes of CO<sub>2</sub> by 2020. This is mainly due to rising demand for minerals, timber, paper and palm oil.

The government manages the bulk of the country's forest area and often allocates licences without consulting the local community. It is assumed that around 40 million people live in or near the rainforest in Indonesia. Very few local communities have formal rights to the forest resources around their villages.

### WHAT: REDD+ FACILITATES PARTICIPATION BY INDIGENOUS PEOPLES

The Norwegian climate and forest initiative (REDD+) supports Indonesia in its work to reduce deforestation emissions and forest degradation. One prerequisite for the success of REDD+ is that those who live in and off the forest are involved in the decisions, and that their rights are respected and protected.

One of the organisations that receives funding through this initiative is AMAN, an alliance of indigenous peoples in Indonesia. AMAN assists villages by mapping the forest and traditional rural areas and taking part in negotiations with the authorities on land rights. The purpose is to teach people about REDD+ and to put indigenous peoples and other local communities in a position to protect their rights in encounters with commercial actors and conservationists. The work is based on a supposition that greater knowledge will increase the local community's awareness of the negative and long-term impact of deforestation, thereby prompting them to work to preserve the rainforest. A Norad-funded Indonesian study shows that uncertain ownership situations dampen interest in and opportunities for reducing emissions. However, secure ownership is not sufficient to motivate emission reduction, according to the study. For the local community to have a real choice, climate-friendly agriculture and forestry must also be economically advantageous.

### HOW MUCH:

The Norwegian support is channelled through several organisations that work for protection of the environment and the rights of indigenous peoples, including the Samdhana Institute, the Rainforest Fund, the Tebtebba Foundation and the Rights and Resources Initiative. The organisations have had a long cooperation with AMAN, which received a total of some NOK 2.2 million in 2013.

### RESULTS: LAND RIGHTS ARE STRENGTHENED THROUGH TRAINING MAPPING OF THE FOREST

After a long period of input by AMAN, the Constitutional Court of Indonesia decided in 2013 to delineate forest areas where local communities had traditional rights, and that these areas should not be defined as state ground. This decision means that the authorities cannot sell licences in these areas, and may prove to be a breakthrough in the work to strengthen the land rights of indigenous populations and other local communities in Indonesia. It is estimated that this reform may include up to 33 000 villages and 40 million people.

The project has produced local maps of traditional forest and land areas in 39 villages. The maps show the extension of the forest areas and other areas of land that have traditionally belonged to the village, and the latter's boundaries with adjacent villages. The local community has itself assumed responsibility for resolving disagreements about boundaries and land use. AMAN's mapping work appears to have led to increased awareness of traditional rights, recognition of local knowledge and renewed debate about the management of forest resources.

On the basis of the maps, two of the villages have taken the next step towards securing formal land rights. The villages of Segamai and Serapung in the Riau Province of Sumatra lie in rainforest with peatland that is sought after by the plantation industry. Authorisation for the villages themselves to own and manage the forest was issued by the Ministry of Forestry in March 2013 after a long and arduous process. On the back of this breakthrough, AMAN and Samdhana are continuing work with more villages in the Riau Province and other places in Indonesia to help other local communities to secure rights to land in the rainforest.

Work for land rights has gained new impetus following Indonesia's development of a national REDD+ strategy, in which the rights of indigenous peoples and the principles of co-determination and informed consent are recognised. Formal land rights are important for strengthening the position of local communities in relation to the plantation industry and mining companies, and for ensuring that conservation measures and REDD+ projects are planned and executed in a fair and sustainable manner. The national REDD+ strategy is one of the results of the cooperation agreement between Norway and Indonesia to reduce deforestation emissions.

SOURCES:

- Ida Aju Resosudarmo et al. (2013) *Does tenure security lead to REDD+ project effectiveness? Reflections from five emerging sites in Indonesia*. *World Development*
- Constitutional Court of Indonesia (2013) Ruling from the court case in 2013
- Noer Fauzi Rachman & Mia Siscawati (2013) *A recent development of forest tenure reform in Indonesia. The status of Masyarakat Adat as right-bearing subjects after the Indonesian Constitutional Court Ruling in Case Number 35/PUU-X/2012*. Samdhana Institute and Rights and Resources Initiative
- The Rainforest Fund (2013) *Demands that Indonesia's president enforce the new law*. Article (in Norwegian) on the Rainforest Fund's website

See film here:



Photo: Knut Nyflot

The indigenous organisation AMAN assists villages in the Indonesian rainforest to map the forest and to negotiate with the authorities on land rights.

## EXAMPLE 20 HUMAN RIGHTS ORGANISATION STRENGTHENS THE RULE OF LAW IN PALESTINE

The Palestinian human rights organisation Al-Haq works to strengthen human rights and respect for the rule of law in Palestine. The organisation engages in advocacy vis-à-vis the authorities to ensure that human rights standards are included in legislation and policy. They also help individuals who have been subjected to human rights violations.

### WHY: VIOLATIONS OF HUMAN RIGHTS OCCUR FREQUENTLY

Human rights violations are a daily occurrence in Palestine. Both Israel, the occupying force, and the autonomous authorities are guilty of violating human rights and international humanitarian law. In the absence of a functioning legislative assembly, civil society plays an even more important part in holding the authorities accountable in cases of violation of human rights.

### WHAT: STRENGTHEN HUMAN RIGHTS THROUGH LAWS, POLICIES AND INDIVIDUAL CASES

Al-Haq is a Palestinian human rights organisation with its head office in Ramallah, on the West Bank. The organisation was established in 1979 to protect and strengthen compliance with human rights and respect for the rule of law in Palestine. The organisation's efforts are directed at integrating human rights into the national legislation and policies of both the autonomous authorities and the Israeli occupation forces.

The organisation documents human rights violations, performs legal assessments and speaks out for the individual. The core of the work involves collecting testimonies of violations of human rights and humanitarian law in the form of statements given under oath. About 1000 such testimonies were collected in the period 2011–2013. The statements were classified and filed for use when human rights cases come to court.

The organisation is working on a number of cases where individuals have experienced human rights violations and registered complaints.

The organisation draws attention, among other things by publishing reports and statements, to the international community's obligations when Israel breaks international law in Palestine. Al-Haq also uses the UN to hold Israel accountable for human rights violations.

### HOW MUCH:

Al-Haq received NOK 2.8 million in the period 2011–2013. This accounted for about ten per cent of Al-Haq's total budget.

### RESULTS: HUMAN RIGHTS ARE BEING STRENGTHENED IN NATIONAL LAW AND POLICIES, AND VIOLATIONS ARE BEING REDUCED

In the period 2011–2013, Al-Haq helped to strengthen the respect for the rule of law in Palestine. On the basis of complaints received, Al-Haq intervenes in selected cases that it believes represent a broad range of human rights violations. The number of complaints rose from 140 to 188 annually in the period 2011–2014. Al-Haq itself explains this by referring to the good reputation of the organisation owing to positive results in the cases in which it involves itself. The work entails writing letters to relevant authorities, writing legal background memos and holding regular meetings with security services, the Ministry of Domestic Affairs and the Attorney General to discuss specific cases. In some cases, Al-Haq writes press releases or gives interviews in the local media in order to draw attention to breaches of human rights. Al-Haq's work led to the release of 111 persons who were being held in custody by the security services following arbitrary arrests in contravention of human rights and international law.

Lobbying by Al-Haq and other Palestinian human rights organisations led to the Palestinian authorities deciding in 2011 that civilians must not be prosecuted by military courts on the West Bank. All security services operating on the West Bank were ordered to use only civil law when civilians were involved in alleged infringements.

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Through its lobbying, Al-Haq seeks to integrate international human rights standards into Palestinian legislation and policy.

This has contributed to:

- stopping a proposed merging of the roles of minister of justice and attorney general
- preventing the president from changing the Act relating to the Constitutional Court without treatment in the legislative assembly.
- limiting the Ministry of Internal Affairs' authority to intervene in civil society activities
- promoting human rights standards when drawing up a new Penal Code

SOURCES:

- Chr. Michelsen Institute (2014) Review of Al-Haq (Draft)



Photo: REUTERS Baz Ratner NTB scanpix

*The organisation Al-Haq documents violations of human rights, makes legal assessments and involves itself in individual cases.*



## EQUALITY AND NON-DISCRIMINATION

All people have the same human rights, irrespective of nationality, gender, ethnicity, religion, age, sexual orientation or functional ability. There are many examples, nonetheless, of individuals and groups experiencing discrimination, and of majorities repressing minorities, also in democracies. In many of Norway's partner countries, there is inadequate observation of the rights of women and girls, ethnic, language and sexual minorities, or persons with disabilities. Many experience discrimination on several grounds concurrently; for example women who belong to a religious minority. In order to counteract discrimination and ensure that human rights apply to all, some groups need special protection. The United Nations has therefore drawn up special conventions which detail the rights of women, children and persons with disabilities (see box on the conventions on human rights, page 15).

*PLAN works to include children with disabilities in schools in Nepal. At the Dhalau-gere Residential Deaf School in Banglung, Samikshya Sharma, who can hear, is in the same class as deaf pupils. Teaching takes place in sign language.*





## EXAMPLES OF RESULTS

Norwegian aid is intended to counteract discrimination and contribute to equal opportunities for all people. Gender equality is central to Norwegian aid and is a theme common to many of the examples in the report.

The example from Uganda shows how a women's organisation struggled against discriminatory laws and attitudes in the battle for land rights. In Nepal, sexual minorities are experiencing greater acceptance. In West Africa, FGM is being combated through changes in social norms. In Guatemala, child workers are receiving education. Persons with disabilities in Palestine have their right to work furthered through locally based rehabilitation.

## EXAMPLE 21 RIGHT TO LAND STRENGTHENED FOR WOMEN IN UGANDA

*In the Jinja district of Uganda, support for women's organisations has led to less corruption and to more women owning land.*

### WHY: LACK OF RIGHT TO PROPERTY AND PERVERSIVE CORRUPTION IN LAND RIGHTS PROCESSES

In the Jinja district of Uganda, a number of women were at risk of losing their homes in 2003. The women lacked the resources to buy the land they lived on or lacked legal documentation of ownership. They therefore lived in constant fear of being forcibly moved. Without formal property rights, they were not able to use the land as collateral for loans to build better homes or engage in commercial activities. The lack of rights for women was exacerbated by the fact that officials demanded backhanders to allow them to stay on the land and to process their claims to land rights.

The 30 women who were affected therefore formed the network Slum Women's Initiative for Development to assist women to establish their land rights and combat corruption.

### WHAT: MAPPING OF CHALLENGES, DIALOGUE AND GROUP MOBILISATION

Since 2012, UNDP and the global women's organisation the Huairou Commission have supported the work of the Slum Women's Initiative for Development to establish women's right to land. The women of Jinja have showed up at local land offices to learn about land rights. They have studied the challenges encountered by the applicants, for example lack of clarity surrounding documentation requirements and failure to issue receipts. A manual has been drawn up about the process, and information campaigns and dialogue meetings organised between the local community and local authorities. A number of women have formed groups to deliver the claims to their land offices. By acting in groups, they have acquired more clout, and the dialogue has led to greater trust between the women and local authorities.

### HOW MUCH:

The Huairou Commission received NOK 920 000 from UNDP for its grassroots programme in 2011 and 2012. Of this amount, NOK 92 000 went to the Slum Women's Initiative for Development. The support is part of UNDP's global anti-corruption programme, which Norway supports.

### RESULTS: WOMEN'S LAND RIGHTS ARE PROTECTED AND THE CASE PROCESSING IS LESS CORRUPT

In the Jinja example, 34 women had their claims for land rights granted in the course of 14 months. 120 women have delivered the necessary documentation and the process is under way. In addition, the women have called attention to the fact that corruption and legal title to land are a problem not just for them, but for the local community as a whole.

Men have begun to display an interest in the work the Slum Women's Initiative for Development is doing, and regard the network and the women in their capacity as title-holders as a resource they can draw on.

The women take part in field surveys and are involved in negotiations. In addition, their own obligations are clearer, such as the importance of taking care of official documents and paying local property tax on time. A study by the Huairou Commission shows a reduction in backhanders and fewer delays in the processing. The number of land conflicts between the local community and local authorities has been reduced.

The land commissioner in the area has expressed a desire to cooperate with the Slum Women's Initiative for Development, and there are plans to extend the work to other provinces in Uganda.

### UNDP's Global Programme on Anti-Corruption

Norway supports UNDP's global anti-corruption programme, and has urged UNDP to take account in this work of the fact that women may encounter different challenges from men. In 2011, UNDP and the global women's organisation the Huairou Commission conducted a study to gain a better understanding of how poor women experience corruption, how it affects their everyday lives, and how they handle the challenges.

As a result of the work of focusing UNDP's attention on women's problems with corruption, gender equality has become one of the main goals of the programme. In 2012, the programme received praise for its contribution to UNDP's overarching gender equality objective. One contribution consisted of training local women's organisations in anti-corruption measures by reviewing public budgets and assess whether women's needs were taken into account in the budgets. The programme has also rendered visible the crucial part played by women in the struggle against corruption in the local community.

Between 2011 and 2013, the programme received a total support of NOK 49 million, of which NOK 15 million came from Norway

SOURCES:

- Huairou Commission (2012) *Huairou Commission Concept Note to UNDP Global Thematic Programme on Anti-Corruption for Development Effectiveness (PACDE)*
- Huairou Commission (2013) *Transparency and Accountability Initiative: Empowering grassroots women to reduce corruption and strengthen democratic governance*
- UNDP (2011) *Seeing Beyond the State: Grassroots Women's Experiences with Corruption and Anti-Corruption*
- UNDP (2013) *Implementation of UNDP Gender Equality Strategy 2008-2013. Background Paper for the Annual Report to the Executive Board*
- UNDP (2013) *Learning from the past – Directions for the future. UNDP Global Thematic Programme on Anti-Corruption for Development Effectiveness. 2012 Annual Report*
- UNDP (2014) *Highlights of the key achievements in 2013. Global Thematic Programme on Anti-Corruption for Development Effectiveness (PACDE)*
- UNDP (2014) *Women's empowerment and corruption prevention can go hand-in-hand*
- UNDP (2014) *Uganda: Women's collectives fight for land rights, against corruption*



Photo: Eva Bratholm

«What affects us women is corruption in the processing of our claims to land rights. We visited many offices, and when we finally came to the place where we apply for the papers to be issued, one of the public servants asked us for 100 000 Ugandan shillings (about NOK 230) per person. He promised to deliver them within two weeks, but we have still not received them», says Joyce Nangobi, founder of the network Slum Women's Initiative for Development.



Photo: Eva Bratholm

Jane Ibanda was the first in the women's network SWID to acquire formal rights to her own home.

## EXAMPLE 22 LESS DISCRIMINATION OF SEXUAL MINORITIES IN NEPAL

*Norwegian support for the Nepalese organisation for lesbians, gays, bisexuals and transpersons (LGBT) has resulted in greater visibility, social inclusion and stronger entrenchment of statutory rights.*

### WHY: SEXUAL MINORITIES NOT REGARDED AS A VULNERABLE GROUP

A report by the World Bank shows that in homophobic societies, sexual minorities have poorer health and lower education and income. Discriminatory social attitudes not only have negative consequences for the sexual minorities themselves; they also lead to higher costs and loss of potential income for the community.

The peace agreement that buried the Maoist conflict in Nepal in 2006 contained a requirement for a new constitution in order to strengthen minority rights. The political process culminated in an agreement to include persons with a low caste background and ethnic minorities, but did not cover sexual minorities. This was challenged in the Supreme Court by LGBT activists. In the lawsuit, special emphasis was placed on non-discrimination on the basis of sexual identity, in light of an assessment concluding that transsexuals are particularly subject to exclusion. A decision was handed down in 2007 in which the Supreme Court ruled that the government must develop legislation to protect LGBT rights and revise any discriminatory laws. The decision did not lead to any immediate improvements, but gave LGBT activists an instrument to demand change.

### WHAT: HUMAN RIGHTS WORK AND LOBBYING THROUGH THE MEDIA

The Blue Diamond Society (BDS) was established in 2001 to document and attempt to reduce the violence and abuse experienced daily by sexual minorities in Nepal. The organisation led the lawsuit that ended in the Supreme Court judgment of 2007 and has since been working actively to implement the decision. The name is a play on the fact that enlightened persons in Buddhist tradition are called diamonds. The colour blue is also widely used by LGBT activists in Eastern Europe, where the founder, Sunil Babu Pant, studied. BDS is the leading LGBT organisation in Nepal, with local branches throughout almost the entire country. According to the organisation itself, they reach out to several hundred thousand people.

Norway has worked with BDS since 2008. Since 2011, the Norwegian contribution has taken the form of non-earmarked support. The purpose of this type of support is to contribute to organisational development and more long-term strategic efforts, as an alternative to fragmented and short-term project support. The support includes special emphasis on work to strengthen the human rights of LGBT persons. Among other things, this entails training police and legal personnel and free legal aid. It also makes extensive information and lobbying work possible through television, radio and campaign activities.

### HOW MUCH:

Norway has contributed NOK 6 million to BDS in the period 2011–2014.

### RESULTS: LESS PREJUDICE AGAINST SEXUAL MINORITIES AND LGBT RIGHTS HAVE BEEN STRENGTHENED

A number of factors indicate that discriminatory attitudes to sexual minorities have begun to diminish in Nepal. According to BDS, the effect of training the police and representatives of local authorities has been less harassment and violence against transsexuals, including sex workers. BDS has also intervened in specific cases of persecution to protect victims. In addition, the organisation has offered free legal aid, for example in a case against a lesbian couple, establishing their right to live together. BDS has succeeded in using the supreme court judgment from 2007 actively to challenge policies and attitudes that promote discrimination. For example, it is now possible to register as «other» on national identity cards instead of “woman” or “man”.

Through its lobbying work, BDS has succeeded in putting the rights of sexual minorities on the national agenda. LGBT cases are often discussed in the media and LGBT persons are invited to debate programmes. Sixty-two LGBT persons put forward their candidacies for various parties in the constituent assembly election in November 2013. This is an advance from twelve at the previous election in 2008. Norway's support through BDS has been crucial to making LGBT leaders willing to step forward and fight for a place in political life.

A Norwegian-backed study performed by BDS and Save the Children revealed how the school system contributes to the discrimination against young LGBT persons. On the basis of this BDS has cooperated with the Ministry of Education to develop an LGBT curriculum for 6th to 8th year students. They have also contributed to further education for teachers and to developing special teacher guidelines for the new curriculum. The information about LGBT provided in schools is intended to combat discrimination and make everyday life easier for sexual minorities. When twelve thousand teaching posts were announced in 2013, sexual minorities were encouraged to apply.

The Norwegian support has enabled BDS to establish a special community centre in Nepal's capital, Kathmandu. The radio programme «Paichan» is produced here and broadcast every day on fifteen FM stations. The programme is financed through the Norwegian support and reaches out to several thousand listeners. As a result of the programme, more LGBT persons are reporting that they experience greater acceptance and understanding from their families. The community centre also has a library, and is a meeting place for LGBT persons living in Kathmandu.

BDS has provided other countries in southern Asia with a model for how the rights of sexual minorities can be included in the legislation. For example, the supreme court judgment of 2007 was referred to when India's Supreme Court recently recognised the rights of transsexual persons. Positive examples from the region are important for combating a view that LGBT is a Western phenomenon.

See film here:



SOURCES:

- The Norwegian Embassy in Kathmandu, based on BDS reporting for the period 2011–2014
- The Williams Institute (2013) Surveying Nepal's Sexual and Gender Minorities: An Inclusive Approach
- Dr Meeta Pradhan/the Norwegian Embassy in Kathmandu (2013) Report from Three Monitoring Visits to Blue Diamond Society
- World Bank (draft) The economic cost of excluding sexual minorities



Photo: Ker Oppram

*Bhumika Shrestha is a human rights activist who fights for the rights of transvestites in Nepal. She has been elected as a minority representative of the Congress Party.*

## EXAMPLE 23 LOCAL COMMUNITIES IN AFRICA DISASSOCIATE THEMSELVES FROM FEMALE GENITAL MUTILATION (FGM)

*The project of the Tostan organisation has succeeded in altering inherited social norms through a holistic and long-term approach with emphasis on human rights and democracy. Seven thousand local communities have declared that they will put a stop to genital mutilation of girls and women.*

### WHY: FEMALE GENITAL MUTILATION WIDESPREAD IN MUCH OF AFRICA

Genital mutilation of girls and women is a discriminatory practice that entails a considerable health risk in both the short and the long term. It is a violation of several human rights, such as the rights to health and to self-determination. FGM has strong roots in culture and tradition in a belt extending from West Africa to the Horn of Africa. It is regarded as a necessary practice linked to purity and preparation for marriage. According to a UNICEF report, both girls and boys are of the view that the most important benefit of FGM is social acceptance. A number of countries have banned FGM, but the practice is difficult to eliminate because it is so tied to local customs. UNICEF estimates that 125 million girls and women alive today are genitally mutilated, and that thirty million girls are at risk of becoming so over the next ten years.

#### What is female genital mutilation?

It is usual to distinguish between four types of female genital mutilation:

1. Clitoridectomy, where the clitoris is wholly or partially removed
2. Excision, where the clitoris and inner labia are wholly or partially removed
3. Infibulation, where the inner and outer labia, often but not always including parts of the clitoris, are removed and sewn closed
4. Other harmful interventions such as pricking, incising, scraping and cauterisation

Source: Strategy for intensifying international efforts for the elimination of FGM for the period 2014–2017

### WHAT: SOCIAL CHANGE THROUGH LONG-TERM PRESENCE IN LOCAL COMMUNITIES

In most countries where FGM is practised, the majority of both women and men believe that the practice should be ended. There is a striking disparity between the attitudes of individuals, on the one hand, and the continued high rate of occurrence on the other. This is an indication that the practice is closely tied to social relations and what is regarded as necessary to achieve social acceptance. Public declarations that opposes FGM are therefore important, so that families that want to stop this practice know that they are not alone.

Tostan means «breakthrough» in Wolof, a West African language. The aim of Norway's support to Tostan was to reinforce efforts to stop genital mutilation of girls and women in Senegal, Gambia, Guinea, Guinea-Bissau, Mali, Mauritania, Somalia and Djibouti. The cornerstone of Tostan's programme is education in human rights and democracy. The organisation has a holistic approach to challenges in local communities associated with health, education, development of local communities and FGM.

The project involves having a facilitator settle in the local community and run an educational programme for three years. Two groups are established in each local community, one for young people and one for adults. Each of the group participants is linked to a pupil whom the participant teaches as part of their own training. A committee is established in each local community to lead and coordinate the development work.

Since FGM is closely related to social norms, it is important to involve the whole local community in order to bring about change. The method places emphasis on participation, the transfer of knowledge and attitudes to new target groups, and to sustain the results beyond the project period.

#### HOW MUCH:

Norway has supported Tostan with donations amounting to NOK 12 million in the period 2011–2014.

### RESULTS: SEVEN THOUSAND PUBLIC STATEMENTS AGAINST FEMALE GENITAL MUTILATION

One way of rendering change in attitudes visible is to state publicly that the practice of FGM is being terminated. This takes place after dialogues in the local community, with religious and other leaders, relatives and with other villages with which there has traditionally been intermarriage. The Tostan project has led to the arrangement of public ceremonies where such declarations have been made in seven thousand local communities. In the villages one speaks of major changes, that an end has been put to FGM. This has resulted in fewer health problems for girls. Although such declarations do not necessarily lead to all members of the local community changing their practice, the declaration is a signal of change in collective social norms. The expectation is that the change in social norms will lead to a change in individual norms which in the long term will result in reduced prevalence of FGM.

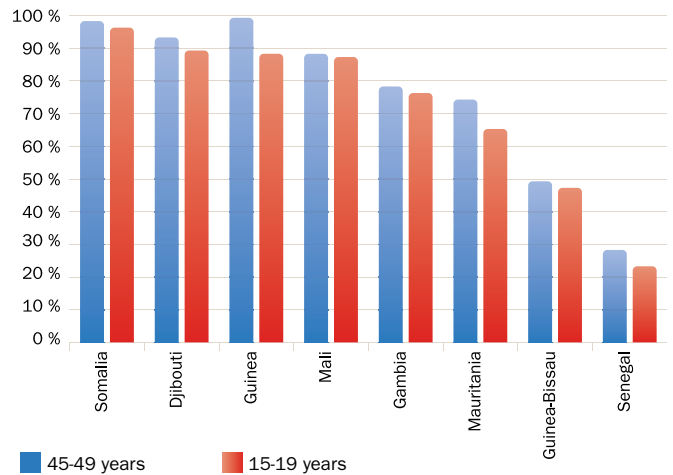
Changes in social norms are revealed when, for example, there is a marriage between persons from two neighbouring villages, one of which has previously practised genital mutilation while the other has not. This could only have happened in the wake of changed norms and attitudes to genital mutilation.

It is difficult to achieve rapid results in the struggle against female genital mutilation, particularly in those countries where the practice is most widespread. Beliefs in some societies has it that those who abandon the practice will be dogged by bad luck or haunted by ancestors or evil spirits. As more and more local communities abandon genital mutilation and others see the positive changes, it will be easier to follow suit. Slowly, but surely, social norms will change. According to UNICEF, the first results are expected to have a self-reinforcing effect. Data reveal that where the occurrence of FGM is already moderate, the percentage of women and girls who want the practice to continue is falling further. Greater visibility may lead to greater resistance to FGM. Public declarations are therefore important steps along the way, and it is often necessary to build a large enough critical mass to gradually relegate genital mutilation to a thing of the past.

**SOURCES:**

- Norad (2014) *With Human Rights, everything has changed in our village!* Report from Project Review of Tostan
- Tostan's website: [www.tostan.com](http://www.tostan.com)
- Unicef (2013) *Female genital Mutilation/Cutting: A statistical overview and exploration of the dynamics of change*
- The Norwegian Ministry of Foreign Affairs (2014) *Strategy for intensifying international efforts for the elimination of female genital mutilation for the period 2014–2017*

**FIGURE 2.4. FEWER YOUNG GIRLS UNDERGO GENITAL MUTILATION**



In the period 1997–2011, fewer girls and young women (15–19 years) than middle-aged women (45–49 years) had undergone genital mutilation, although the size of the decline varies from one country to the next. We cannot document the extent to which Tostan has contributed to this, but some of the reduction may be attributable to this project. Source: Unicef



Photo: Anne Skjelmerud

The Tostan organisation engages in information work in the struggle against female genital mutilation in Senegal, Gambia, Guinea, Guinea Bissau, Mali, Mauritania, Somalia and Djibouti

## EXAMPLE 24 CHILD WORKERS ARE GIVEN EDUCATION AND PROTECTION IN GUATEMALA

*Child workers are among the most marginalised in the world. These children often grow up unaware of either their right to education, protection, play and leisure time, or their right to be heard. Much less do they experience fulfilment of these rights. In Guatemala City, child workers have been given opportunities for education, knowledge about protection and a clearer voice through Save the Children and their local partner, PENNAT.*

### WHY: A NEGATIVE SPIRAL OF POVERTY AND HUMAN RIGHTS VIOLATIONS HAD TO BE BROKEN

Child labour in itself is a violation of children's rights. Work is also an obstacle to other rights such as the right to education, play and leisure time. In addition, it can be harmful to health, both physical and mental. Child workers are also more vulnerable to sexual and other abuse than others. They are often the poorest of the poor. Work traps them into poverty, since they miss out on education and the play and leisure time that promote development within a framework of security. According to the ILO, there were 168 million child workers globally in 2012, or 10.6 per cent of all children in the world between the ages of five and 17. More than 67 million of them are under twelve years old.

Guatemala has one of the highest levels of child labour in Latin America. The national survey of living conditions from 2011 showed that around 850 000 children between the ages of seven and 17 were working. This corresponded to more than 20 per cent of children in that age group. The children worked an average of 30 hours per week. The majority were poor and belonged to one of the country's indigenous groups. Two out of three child workers were boys. Most children worked in agriculture, the textile industry or service industries. More than 600 000 of them were engaged in what is defined as child labour, which is illegal under Guatemalan law. Guatemala has ratified both the UN Convention on the Rights of the Child and the ILO conventions, which place an obligation on the state to abolish child labour. Only 53 per cent of working children of primary and lower secondary school age attend school, compared to 87 per cent of all children in Guatemala. More working children than non-working children who start school discontinue their education.

Often whole families in Guatemala are engaged in selling produce from stalls in the large markets, and the children are requested to trade in the streets and on buses. The street vendors may be as young as six years old. The families usually live in one room behind their stall, alcohol abuse is rampant, and organisations that work in the markets report that abuse of and violence against children is widespread.

### WHAT: FLEXIBLE AND ADAPTED EDUCATION TO INCLUDE THE EXCLUDED

In 1995, Save the Children's office in Guatemala supported local teachers in founding the organisation PENNAT (Programa Educativo del Niño, Niña y Adolescentes Trabajadores). The primary objective was to strengthen the rights of children and youth who worked in the largest markets in

Guatemala. The objective was to be achieved by ensuring basic education for the children, and hence the opportunity to continue their education and work their way out of poverty. PENNAT has devised its own method whereby children should be able to complete the six years of basic schooling in three years. It is an intensive, but flexible and practical programme, adapted to the children's daily lives. Working at six centres in and around the large markets in four municipalities in Guatemala, PENNAT offers education to the children where they are. Some centres have computer rooms where the children are trained in the use of IT.

In addition to education, PENNAT often works with both parents and children to improve the children's health, provide protection and facilitate culture and play. They also support children in campaigns for the strengthening of rights in accordance with the UN Convention on the Rights of the Child. In 2011, PENNAT carried out a major campaign against child abuse in the largest market in Central America, La Terminal in Guatemala City. It is thought that between 1500 and 4000 children work there. By means of public manifestations, marches, radio broadcasts around the market, posters, T-shirts and murals, the children and PENNAT spread the message: "We protect children from abusers".

### HOW MUCH:

Save the Children has supported PENNAT from the outset. In the period 2010-2013, from which this example is taken, total support amounted to NOK 2.5 million. Of this, 75 per cent were funds received from Norad. Save the Children is PENNAT's main cooperation partner in this project. The management of the marketplace and the municipality provide premises, and in certain periods they have also made some contributions to teachers' salaries.

### RESULTS: CHILD WORKERS ARE GIVEN PROSPECTS OF A BETTER FUTURE

In the period 2010-2013, PENNAT ran 16 centres where more than 3000 child and adolescent workers received primary education. Of these, 1600 children, a good 53 per cent, followed the planned progression. In total, 640 of them completed the programme and received their primary and lower secondary diplomas. They had hereby completed a six-year curriculum in three years, while continuing to work. Altogether 1075 of the more than 3000 children appeared likely to require somewhat more than three years. A total of 329 children dropped out during the period. The rate of attrition was slightly more than ten per cent in the PENNAT centres, compared to more than 30 per cent in Guatemalan state schools.

The education authorities in Guatemala have approved PENNAT's teaching programme and certificates. Children receive a certificate for each year they manage to complete, and can transfer to normal primary and lower secondary schools at any time. Other organisa-



tions in Guatemala have introduced PENNAT's method of accelerated education for street children, and the city council in the capital has set up three centres with the same profile and methodology in other parts of the city.

There are few figures available to demonstrate what impact the education has had on child workers. Nor are there figures that can show whether children experience less abuse as a result of campaigns and awareness-raising. However, it is highly probable that the intervention has had a positive effect for many of them. PENNAT's goal is not to prevent children from working. It has been more important for them to create a better balance in the children's lives between work, education and development. PENNAT's figures indicate that children are gradually spending more time on activities at the centres, including classroom work, play and other activities with other children. They are therefore spending a little less time working.

Testimonies from the children themselves, their teachers and parents reveal how the children's rights are safeguarded thanks to PENNAT. Joselyn is a vendor at the La Terminal market in Guatemala City, an area plagued by poverty and high levels of violence. PENNAT has three centres here. Joselyn says that she completed the six years of primary education at a PENNAT centre while she was working at the market. Later she took the two compulsory years of lower secondary school at another school. Now she is in her second year at secretarial

college, and her dream is to continue on to university. "Without PENNAT I would just have worked and done nothing else," she says. She believes that PENNAT's programme helps those who need it most.

See Joselyn's story and other testimonies here:



SOURCES:

- ILO-IPEC (2013) Marking progress against child labour- Global estimates and trends 2000-2012
- ECOVI (2011) Informe Nacional sobre Trabajo Infantil en Guatemala – De la Encuesta Nacional de Condiciones de Vida
- Save the Children (2014) Norway's International Programmes Results Report 2010-2013
- PENNAT's Indicator Tracking Table 20104
- www.reddbarra.no

### Education for development

High quality education is a human right. According to Norwegian White Paper no. 25 (2013-2014), Education for Development, democracy, peace and tolerance are also safeguarded by prioritising education for all, with a foundation of quality and non-discrimination. Education helps to increase gender equality and, at a higher level, education increases the potential for growth and democracy.



The PENNAT organisation helps child workers in the markets of Guatemala to attend school.

## EXAMPLE 25 PERSONS WITH DISABILITIES HAVE STRENGTHENED THEIR RIGHT TO WORK IN PALESTINE

Since 1992, The Norwegian Association of Disabled has supported inclusion of disabled persons in Palestine through contributions to Palestinian disabled persons' organisations and community-based rehabilitation (CBR). From 2011 to 2013, 4250 disabled persons, of whom 54 per cent are women, were able to benefit from social assistance, economic support and the opportunity to earn an income.

### WHY: PERSONS WITH DISABILITIES ARE EXCLUDED FROM WORK AND SOCIAL WELFARE SCHEMES

According to a study conducted by the Palestinian Central Bureau of Statistics and the Ministry of Social Affairs in 2011, there are approximately 113 000 disabled persons in Palestine. Law Number 4 for the Year 1999 Concerning the Rights of the Disabled stipulates a quota of five per cent disabled persons in the Palestinian labour market. The law has not been implemented or enforced, and very few disabled persons are in paid work. A study from 2014 documented an unemployment rate of 78 per cent for persons with disabilities. According to the Palestinian Central Bureau of Statistics, the overall unemployment rate in Palestine is around 25 per cent. Altogether 57 per cent of disabled persons had never worked. Only 17 per cent of disabled women on the West Bank are active in the labour market, and even fewer in Gaza. Strategies and measures for employing people with disabilities are lacking.

### WHAT: INITIATIVES TO INCLUDE PERSONS WITH DISABILITIES IN THE LABOUR MARKET

The Norwegian Association of Disabled and the Swedish faith-based organisation Diakonia provide joint support to the Palestinian rehabilitation programme, of which CBR is the cornerstone. CBR entails securing disabled persons the same access to community activities and services as the rest of the population. With the local community in which they live as a basis, the disabled and their families are given greater opportunities to demand their rights to participate in development and decision-making processes.

In partnership with persons with disabilities' organisations, the CBR programme has focused since 2011 on securing the economic rights of disabled persons in Palestine. The programme has lobbied employers and other actors to include persons with disabilities in their employment initiatives. The programme's technical support to the Ministry of Social Affairs led to a national strategy on disability in December 2012. This was seen as an important step towards implementation of the law concerning the rights of the disabled on the West Bank. The status of this policy in Gaza is unclear. The programme has also provided technical support to the Independent Human Rights Commission's national survey of employer attitudes and other impediments to the inclusion of disabled persons in the labour market.

### HOW MUCH:

Norad's contribution in the period 2011-2013 was just over NOK 13 million, which represented 41 per cent of the programme's total funding.

### RESULTS: 4250 PERSONS WITH DISABILITIES HAVE THE OPPORTUNITY TO EARN AN INCOME

The work in Palestine of the Norwegian Association of Disabled illustrates how Norwegian development aid helps to reach the most marginalised groups in society. From 2011 to 2013, the CBR programme provided 4250 disabled persons, of whom 2295 were women, with earning opportunities, social services and economic support on the West Bank and in Gaza. Of these, 300 became self-employed, 250 found permanent jobs, 850 found temporary work, and 1220 received loans to start income-generating activities. The remaining 1630 received social assistance. The figures indicate that the perceptions of local authorities, the Ministry of Labour with responsibility for vocational training, employers and others have changed regarding the ability of disabled persons to work. Changes in attitude, the combating of stigmatisation and protection against discrimination are preconditions for the achievement of sustainable results.

The Convention on the Rights of Persons with Disabilities asserts that disabled persons have the same right to work as everyone else. By providing opportunities for income-generating work, the CBR programme contributes to upholding the rights of the disabled. An independent evaluation in 2014 concluded that the rehabilitation programme has succeeded in lobbying and encouraging actors in the Palestinian government system to address their responsibilities. The attitudes to disabled persons of both decision-makers and the general public have improved significantly. Government authorities have begun to take account of disabled persons rights in guidelines and planning. Although there is still a long way to go in securing the right to work for everyone in Palestine, the opportunities for disabled persons to earn a livelihood have improved. CBR workers state that disabled persons who have been given the opportunity for paid work have acquired higher self-esteem and status in the family. By adapting to local conditions and having a long-term presence, the rehabilitation programme has made a significant contribution to these results.

SOURCES:

- ICHR (2012): *Press Release: ICHR Calls Upon the Palestinian State to Join the Convention on the Rights of Persons with Disabilities*
- Palestinian Independent Commission on Human Rights (2014): *Executive Summary: National inquiry on the rights of persons with disabilities*
- www.cia.org (2014): *CIA World Factbook (Employment statistics for Palestine and Gaza Strip)*
- Annika Nilsson and Malek Quetteina (2014): *Evaluation of the Diakonia/NAD supported rehabilitation programme in Palestine*
- Palestine Rehabilitation Programme (2014): *Periodic report for 2010–2013*
- NAD (2014): *Palestine Rehabilitation Programme, periodic report for 2010–2013*
- www.un.org (2006): *UN Convention on the Rights of Persons with Disabilities (UNCRPD), Article 27 (Work and Employment)*
- www.who.int (2010): *Community-Based Rehabilitation – CBR Guidelines*

### Failure to integrate the interests of the disabled

A Norad evaluation from 2012 examined the promotion of the rights of persons with disabilities in Norwegian development work. The evaluation found that Norway's earmarked aid to the disabled through the Norwegian Association of Disabled and other members of the Atlas alliance yielded good results. From being almost absent 20 years ago, disabled persons' own organisations in partner countries have increased in size and influence, more inclusive legislation has been introduced, and access to health, education and social services has improved. Very few of the general development aid projects took account of the disabled. The interventions that actually included disabled persons rarely had measurement systems in place capable of documenting the results of the work.

Source: Norad evaluation 1/2012: Mainstreaming disability in the new development paradigm. Evaluation of Norwegian support to promote the rights of persons with disabilities.



Photo: Abdallah Jaber

The rights of Palestinian disabled persons in the labour market have been strengthened.

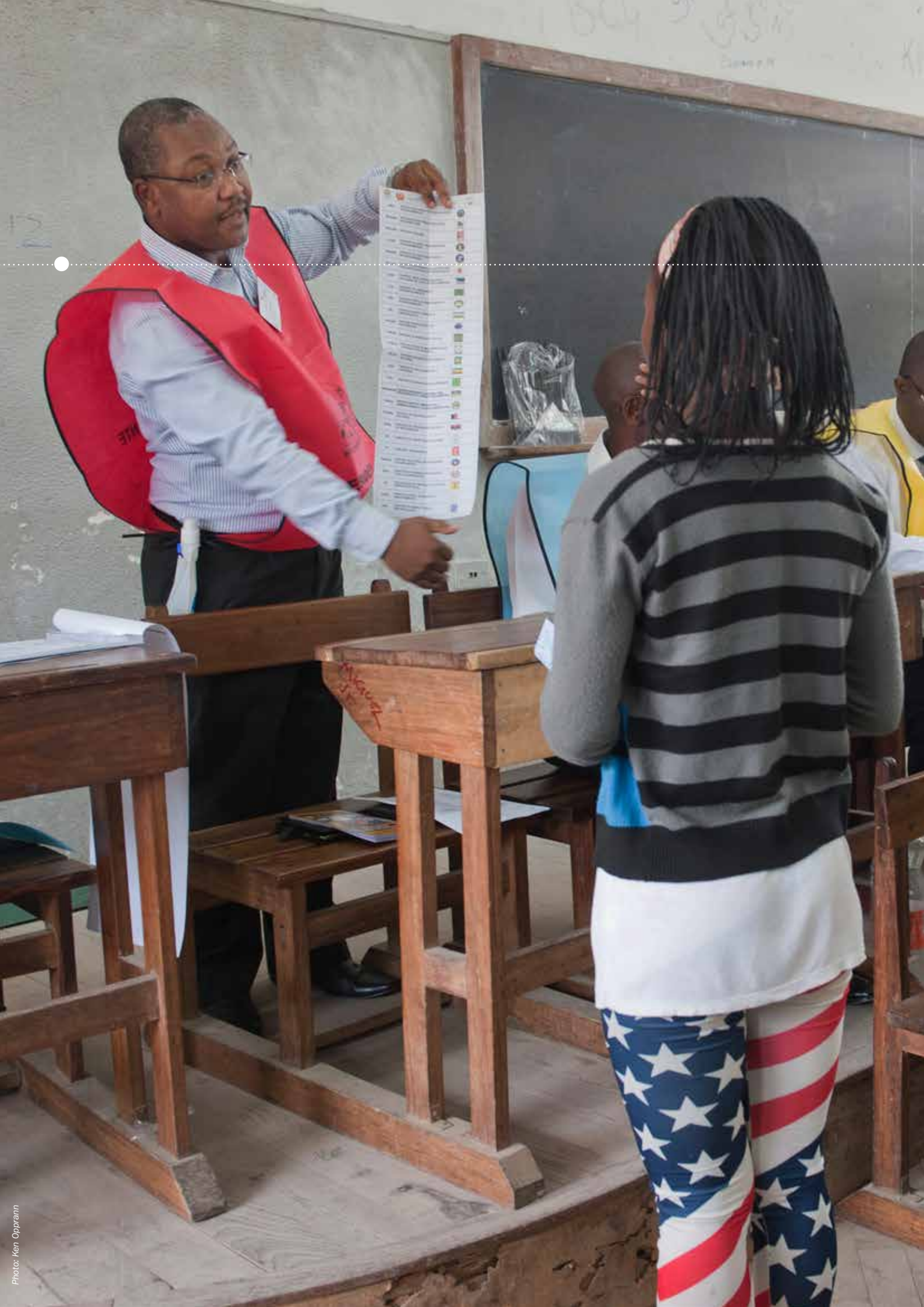
# Part 3





## STATISTICS – FACTS AND FIGURES

«Narrative in numbers» consists of four parts, which consider selected development cooperation statistics. The first part provides an overview of development indicators in selected recipient countries, with a particular focus on human rights and democracy. The second part provides general information about Norwegian aid in 2013. Part three compares Norwegian aid with aid from other OECD countries. The fourth part contains tables with selected information about Norwegian aid.

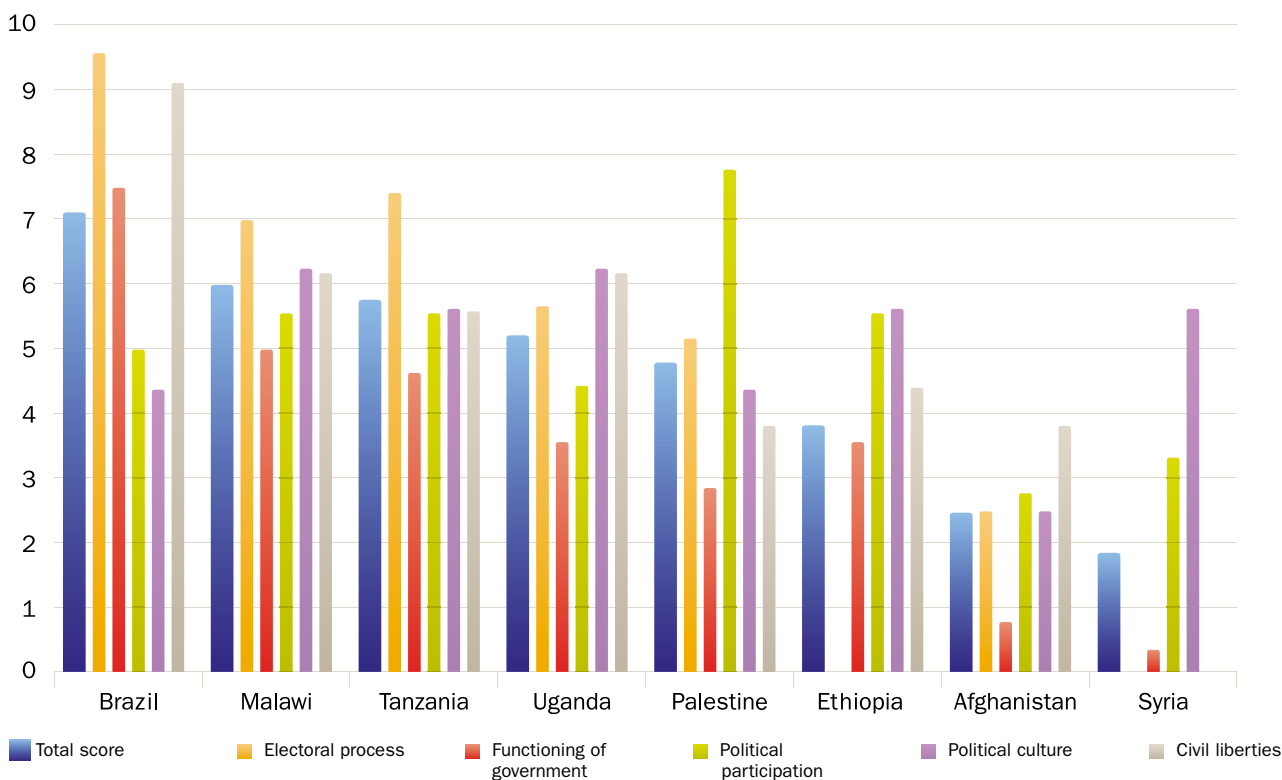


# 3.1 THE DEVELOPMENT SITUATION IN RECIPIENT COUNTRIES – HUMAN RIGHTS AND DEMOCRACY

Selected statistics on human rights and democracy in developing countries are presented here. Several of the indices lack complete statistics for all countries. The figures are therefore for different time ranges and countries. The graphs for individual countries focus mainly on the countries that received most Norwegian aid in 2013 (see Figure 3.21 for the ten main recipient countries). There are limited reliable statistics available for the most poorly functioning countries. These are often the same fragile states assisted by Norway. For example, Somalia, which receives substantial aid from

Norway, is not included in a number of indices because data are unavailable. Norway contributes actively to improving the statistics and availability of data on a number of developing countries; see for example results example 7, page 46, on statistical cooperation with the National Statistical Office of Malawi.

FIGURE 3.1. SYRIA THE LEAST DEMOCRATIC COUNTRY



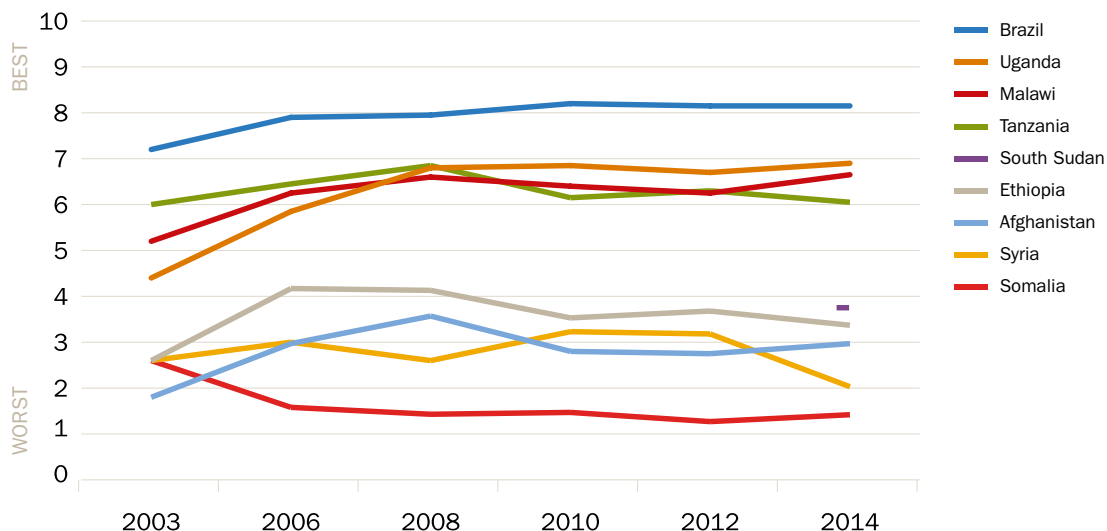
Index of Democracy 2013. Scale 0-10

Source: Economist Intelligence Unit

Index of Democracy 2013, a report from The Economist Intelligence Unit, considers governance in 167 countries in five sub-categories. The average of these is a total score designed to provide a measure of the extent to which the country is a well-functioning democracy. Syria, in 158th place, scores lowest of the countries to which Norway

gave most aid in 2013. They receive a bottom score of zero for the sub-categories electoral process and civil rights, while they score in the middle for political culture. In this sub-category, Syria is ranked higher than Brazil, which is ranked 44th overall.

FIGURE 3.2. VARYING DEMOCRATIC DEVELOPMENT IN RECIPIENT COUNTRIES



Bertelsmann Stiftung's Transformation Index (BTI) – Democracy. Scale 0–10.

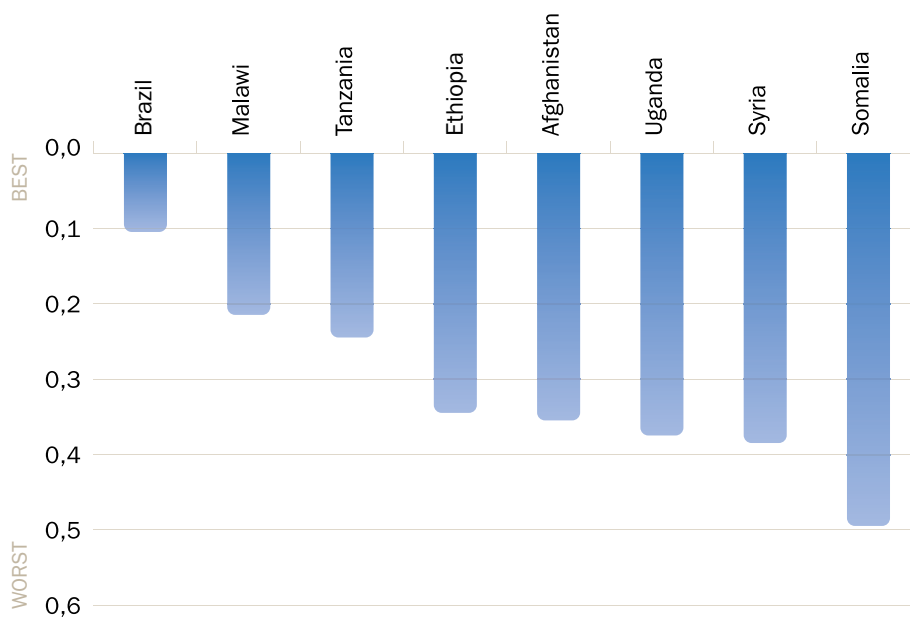
Source: Bertelsmann Stiftung

Bertelsmann Stiftung's Transformation Index (BTI) analyses whether, and how, developing countries are steering change in the direction of democracy and market economy. Developments on the democracy index for the countries that receive most aid from Norway are mixed. Developments in Somalia and Syria have been negative since the index was first published in 2003. In the seven other countries presented in the graph above, develop-

ments have been positive since 2003. According to the index, Uganda has made most progress, with a score rising from 4.4 in 2003 to 6.9 in 2014. The bulk of the progress took place in the period 2003–2008. The index for several of the countries reveals positive developments in the period 2003–2008, after which they stagnated or became negative.

The Social Institutions and Gender Index (SIGI) measures gender discriminatory social practices such as early marriage, a discriminatory inheritance system, violence against women, preference for sons and restrictions on women's freedom of movement and on their right to own land and have access to credit. Somalia, ranked 82nd of 86 countries, has the lowest score of the countries that receive most aid from Norway. Syria, Uganda, Afghanistan and Ethiopia also face major challenges with respect to gender equality and the position of women in society.

FIGURE 3.3. LIMITED GENDER EQUALITY IN SOMALIA

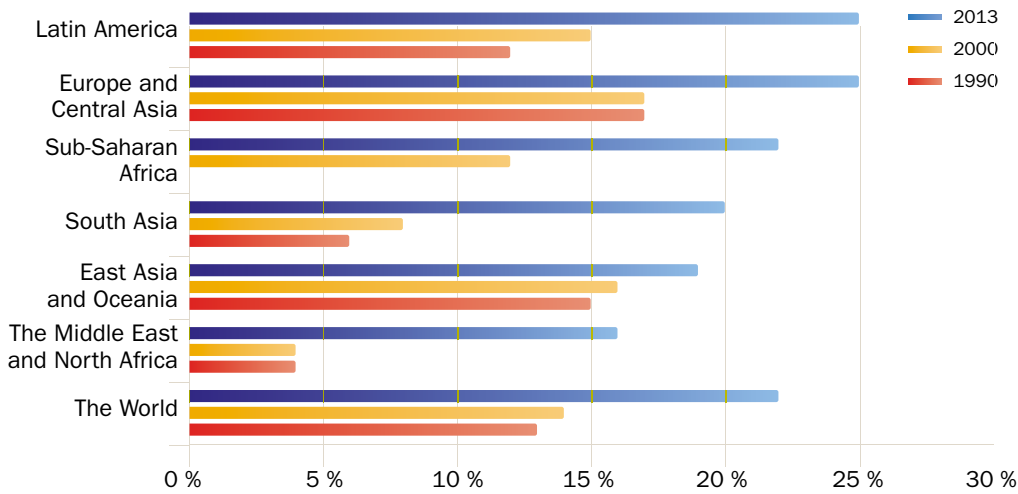


2012 Social Institutions and Gender Index (SIGI) Scale 0–1

Source: OECD Development Centre



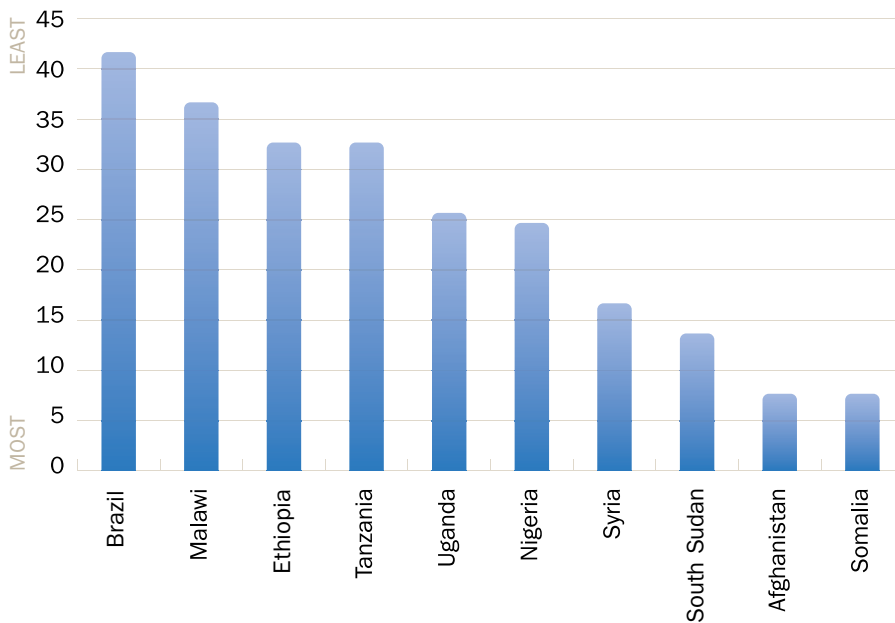
FIGURE 3.4. WOMEN'S REPRESENTATION IN PARLIAMENTS IS INCREASING



Proportion of women in parliament, 1990–2013 Selected regions and the world overall

Source: The World Bank

FIGURE 3.5. AFGHANISTAN AND SOMALIA ARE PERCEIVED AS EXTREMELY CORRUPT



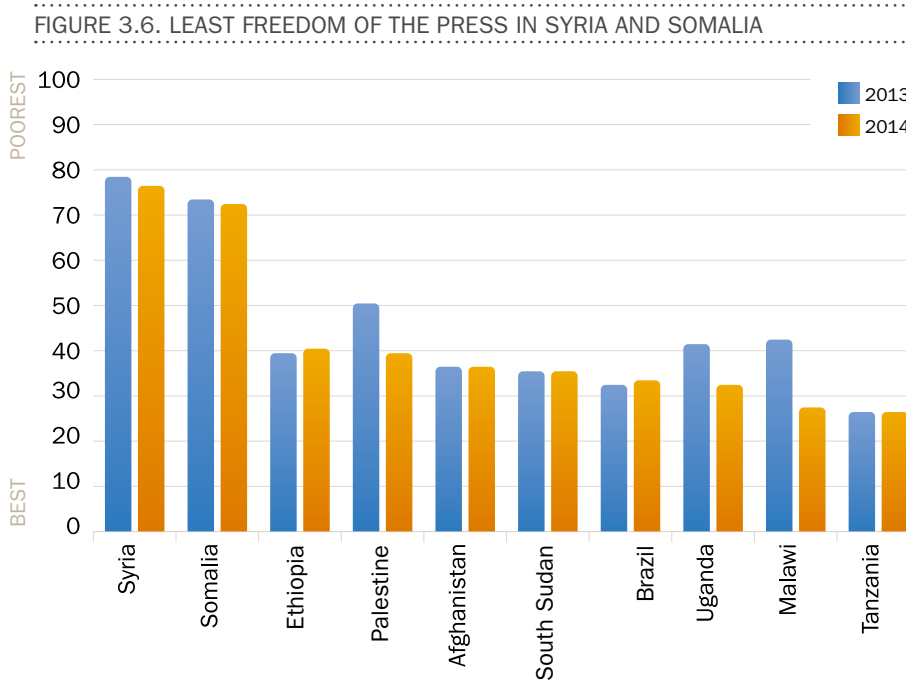
Corruption Perceptions Index (CPI). 2013. Skala 0-100

Source: Transparency International

Transparency International publishes the Corruption Perceptions Index annually. The index compiles data from a number of different sources to form a picture of the level of corruption in a country's public sector. Because corruption is illegal, it is difficult to measure the level directly, and information is therefore acquired from various reports and surveys conducted by independent sources. The index does not measure actual corruption, but the perceived level of corruption. There is a general perception that there is a high level of corruption in the countries that receive most Norwe-

gian aid. Afghanistan and Somalia, along with North Korea, are perceived as the most corrupt countries in the world. Nigeria, which is discussed in example 11, page 54, is ranked 144th of the 175 countries covered by the index, with a score of 25 of a possible 100. Denmark and New Zealand are perceived as the least corrupt countries in the world, with a score of 91. Norway is perceived as the fifth least corrupt country with a score of 86.

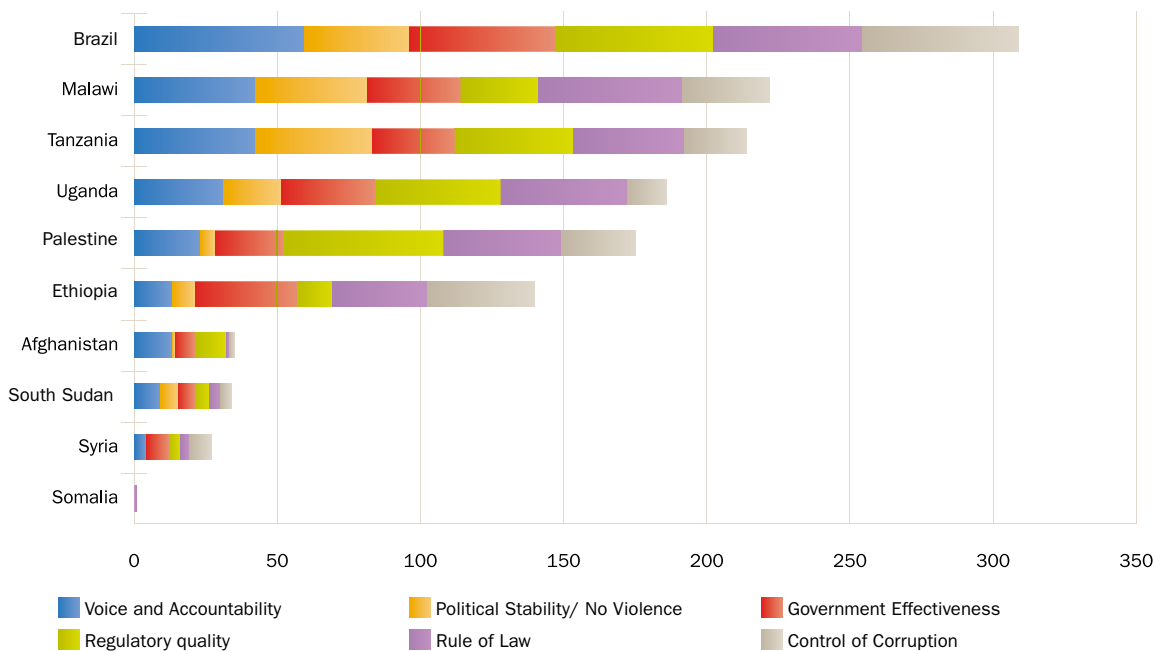
The World Press Freedom Index compares freedom of the press for journalists, news organisations and internet users in 180 countries. Syria and Somalia have the worst performance of the ten countries that received most aid from Norway in 2013. The index indicates that the press in Malawi, Palestine and Uganda improved from 2013 to 2014, while conditions in the other countries that receive most aid from Norway are relatively unchanged.



World Press Freedom Index. 2014. Scale 0–100

Source: Reporters Without Borders

FIGURE 3.7. SOMALIA HAS POOREST GOVERNANCE



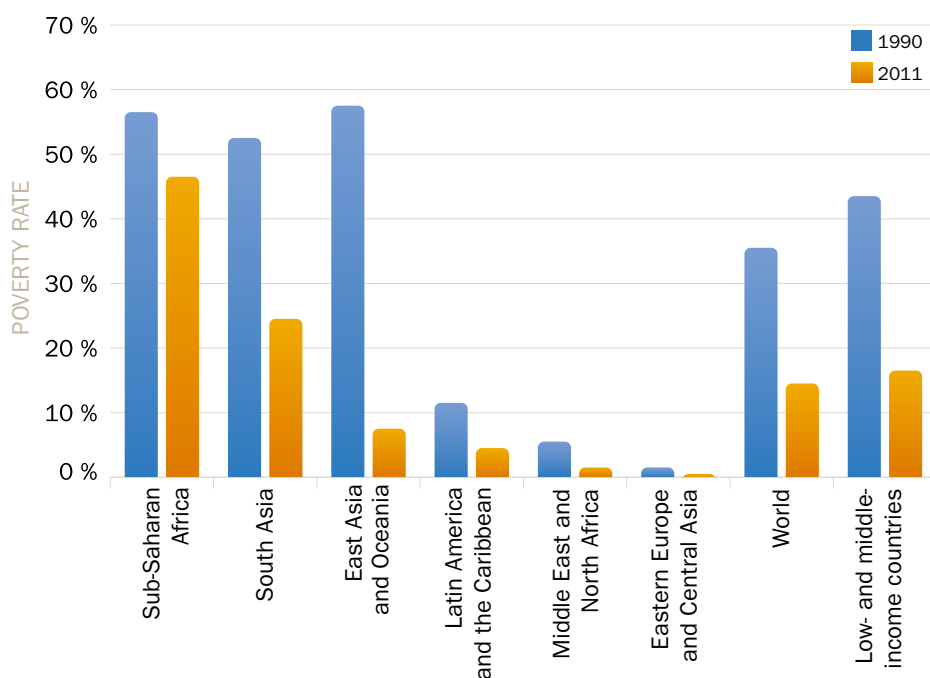
Worldwide Governance Indicators. 2012. Six sub-indices each with a scale of 0–100. Total scale 0–600.

Source: World Bank

Worldwide Governance Indicators (WGI) are based on data from 32 different sources and a number of indices and indicators, some of which are presented in figures previously in this chapter. Overall, the index provides a picture of the quality of the governance in a country broken down into six categories, each with a

score of between 0 (poorest) and 100 (best). Of the countries to which Norway gives most aid, Somalia has by far the poorest performance, with a total score of virtually zero. By way of comparison, Norway has a total score of 586 of a maximum of 600.

FIGURE 3.8. 15 PER CENT OF THE WORLD'S POPULATION LIVES ON LESS THAN USD 1.25 PER DAY



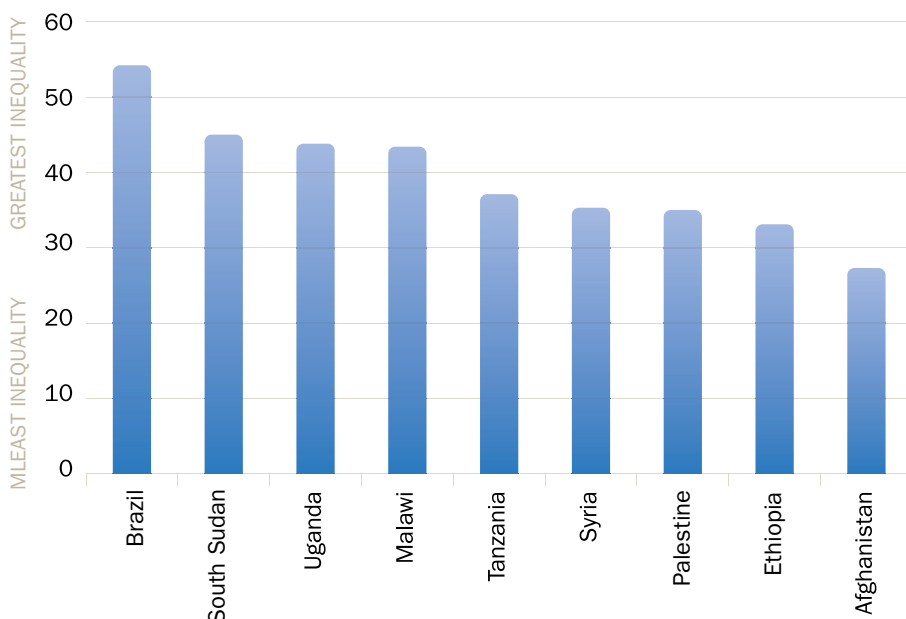
The proportion who live on less than USD 1.25 per day, measured using 2005 global prices. By region  
Source: World Bank

The World Bank and the UN define extreme poverty as average daily consumption of less than USD 1.25. For the world as a whole, the proportion of people in extreme poverty fell from 36 per cent in 1990 to 15 per cent in 2011, or from just over 1.9 billion people in 1990 to about 1.0 billion in 2011. China alone accounted for a decline of about 600 million people, India for 100 million. Despite this, India and China had the most and third most people, respectively, living in extreme poverty in 2011.

The challenges presented by poverty remain extensive in Sub-Saharan Africa. The number of people living in extreme poverty in this region increased from just under 300 million in 1990 to over 400 million in 2011. Nigeria, the country with the largest population in Africa, had the world's second largest number of extremely poor people in 2011. As a result of population growth, the proportion in extreme poverty in Sub-Saharan Africa fell nonetheless from 57 per cent in 1990 to 47 per cent in 2011.

A large number of people are very poor and vulnerable even though they are above the extreme poverty level. A higher, and widely used poverty line is USD 2.0 per day. In 2011 approximately 2.2 billion people lived below this level. This means that about 1.2 billion people live on between USD 1.25 and USD 2.0 per day, and are thus highly susceptible to falling into extreme poverty.

FIGURE 3.9. CONTINUED HIGH INEQUALITY IN BRAZIL

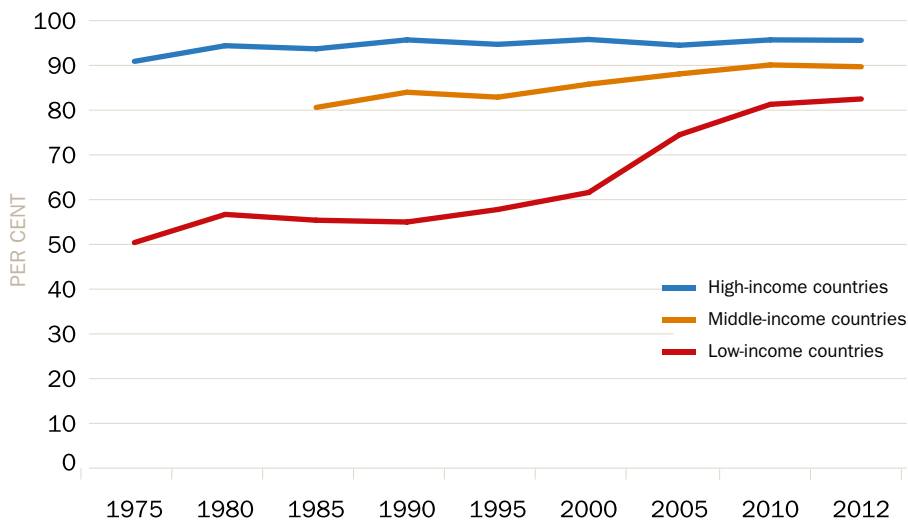


Gini Index – most recently available figures (2007–2011). Scale 0–100.

Source: World Bank

The Gini Index shows the degree of inequality in the distribution of income or consumption amongst the population. The countries with the least inequality have a GINI coefficient of around 25, while the countries with the highest inequality have a coefficient of around 60. Brazil is one of the countries that have traditionally had the highest level of inequality. Since 2001, this inequality has diminished, however. In 2001, Brazil's GINI coefficient was 60, but in the course of recent years it has fallen to below 55. The country in the selection with lowest inequality is Afghanistan, with a GINI index of 28. This is higher than Norway, which has a GINI coefficient of 26, but lower than many OECD countries. This illustrates that a low degree of inequality occurs in both highly developed and less developed countries.

FIGURE 3.10. THE PROPORTION OF CHILDREN WHO RECEIVE SCHOOLING IS INCREASING IN LOW-INCOME COUNTRIES



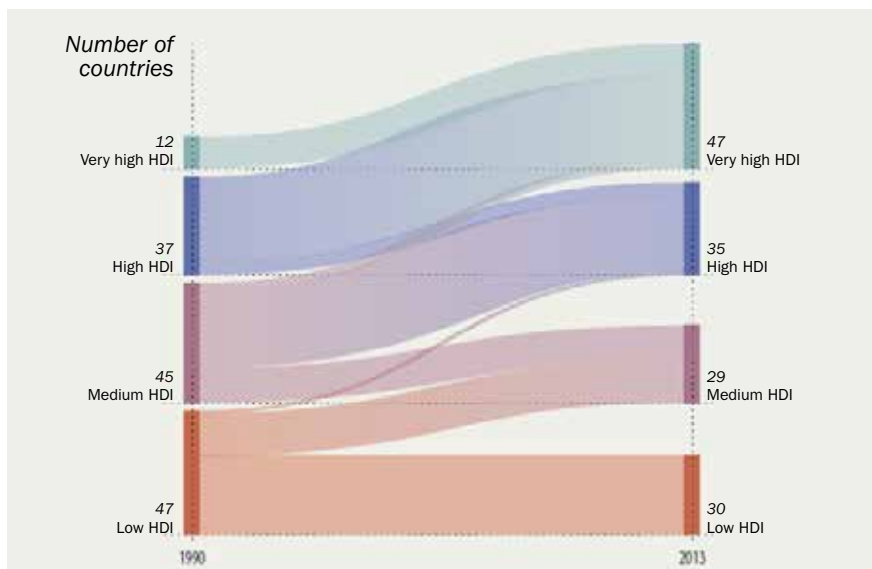
The UN's second Millennium Development Goal is to ensure education for all by 2015. There is a tendency for steadily larger numbers to gain a basic school education. The greatest improvements in the proportion that have access to a basic school education take place in low-income countries. In 1975, 50 per cent of children in low-income countries had access to basic schooling, and the proportion increased to about 62 per cent by the turn of the millennium. After the launch of the UN Millennium Development Goals in 2000, the proportion of children in low-income countries with access to education increased to over 82 per cent in 2012. The figure above conveys nothing about the quality of the education the children are receiving.

Proportion of children enrolled in primary school 1975-2012

Source: World Bank

Human Development Index (HDI) is comprised of three categories – Life expectancy, education, and gross domestic product per capita. The general tendency in development countries is of increasing scores on the HDI index, even though the progress have slowed down in the last years. This is also the case for the countries that receives the most development aid from Norway. HDI measures the average of a country's population, and does not take into account the possibility that particular groups does not experience the same positive development as the majority of the population.

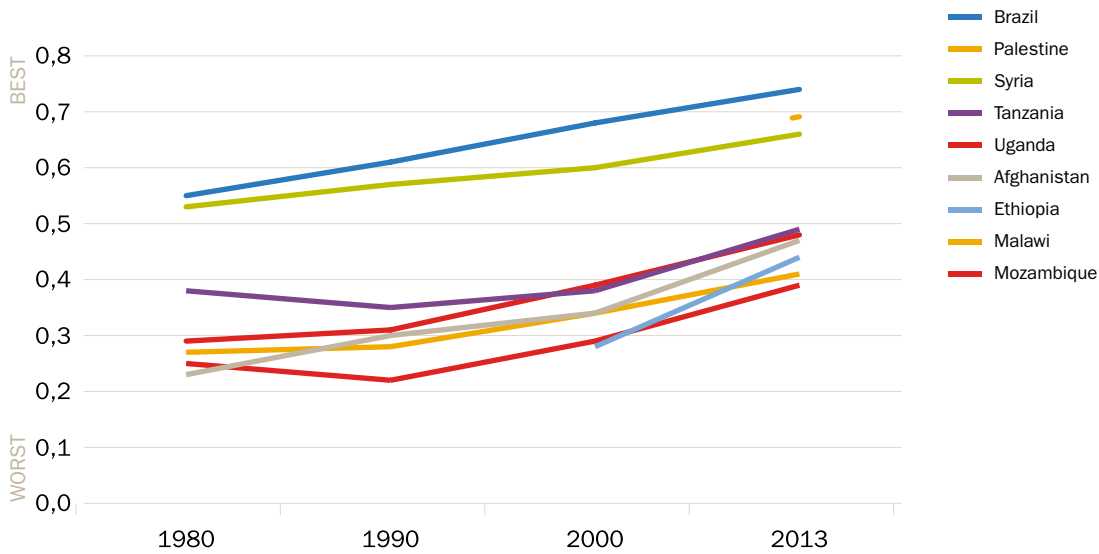
FIGURE 3.11. STEADY IMPROVEMENT IN LIVING CONDITIONS



Human Development Index (HDI) grouped into low, medium, high and very high. Data for 141 countries

Source: Human Development Report 2014

FIGURE 3.12. IMPROVEMENT IN LIVING CONDITIONS IN COUNTRIES THAT RECEIVED MOST NORWEGIAN AID IN 2013



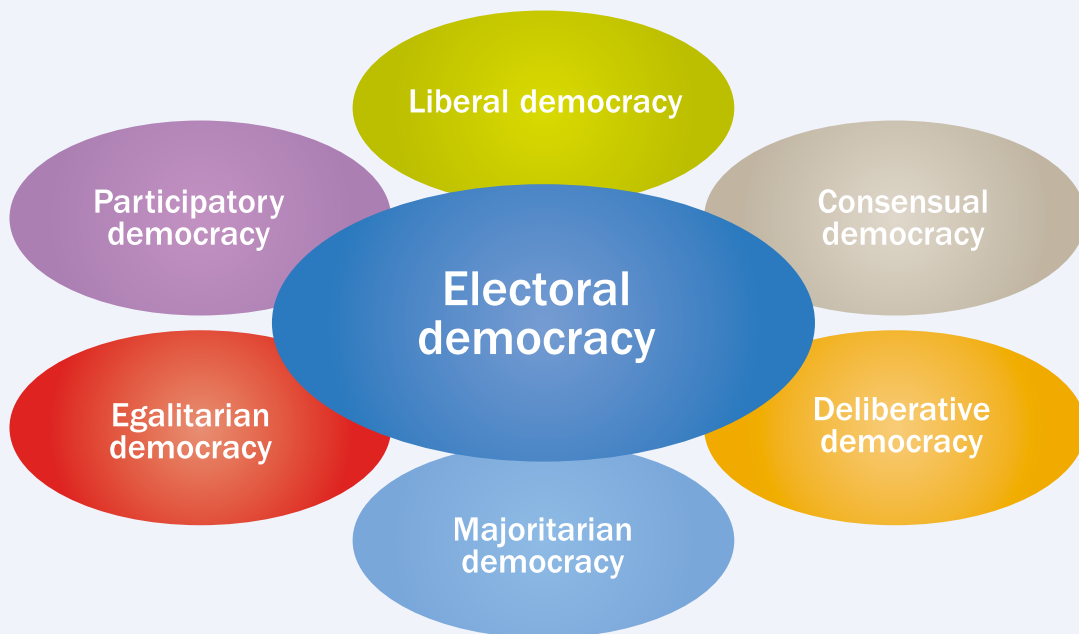
Human Development Index (HDI). 1980-2013. Scale 0-1.

Source: Human Development Report 2014

Life expectancy at birth has increased as a result of lower child mortality, improved nutrition and fewer deaths due to HIV/AIDS. The level of education has risen as a result of increased investment and political engagement. Poverty has also been significantly reduced, although there are still considerable variations across countries and regions.

The Human Development Report 2014 estimates that, on average, women's living conditions are about eight per cent lower than men's. The gap is relatively small, three per cent, in the group of countries with highest living conditions. The difference in the group with worst living conditions is 17 per cent.

FIGURE 3.13. ELECTIONS CENTRAL TO V-DEM'S DEMOCRACY MODEL



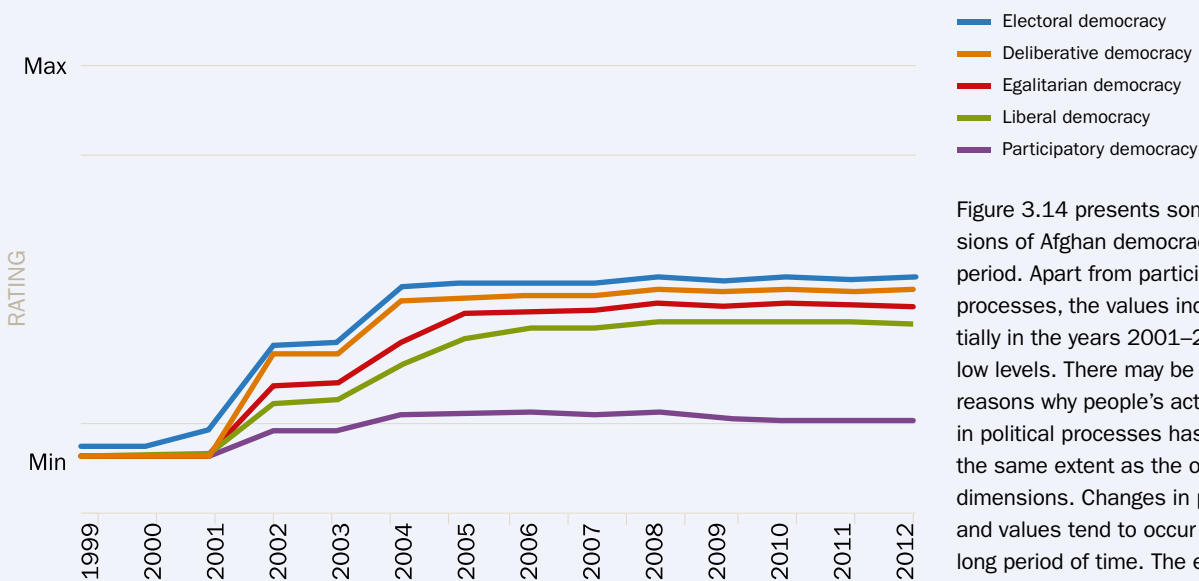
Dimensions of a democracy.

Source: Varieties of Democracy

The goal of Varieties of Democracy (V-dem) is to improve the understanding and measurement of democracy. The measuring method is based on over 400 indicators which make up seven dimensions of democracies. Figure 3.13 shows that elections are central to all democracies. However, a well-functioning democracy must also

contain other dimensions. The composition of the seven main dimensions and the strength of each vary. This approach makes it possible to measure both qualitative differences in democracies and whether a country scores high or low on one dimension of democracy.

FIGURE 3.14. THE DEVELOPMENT OF DEMOCRACY IN AFGHANISTAN

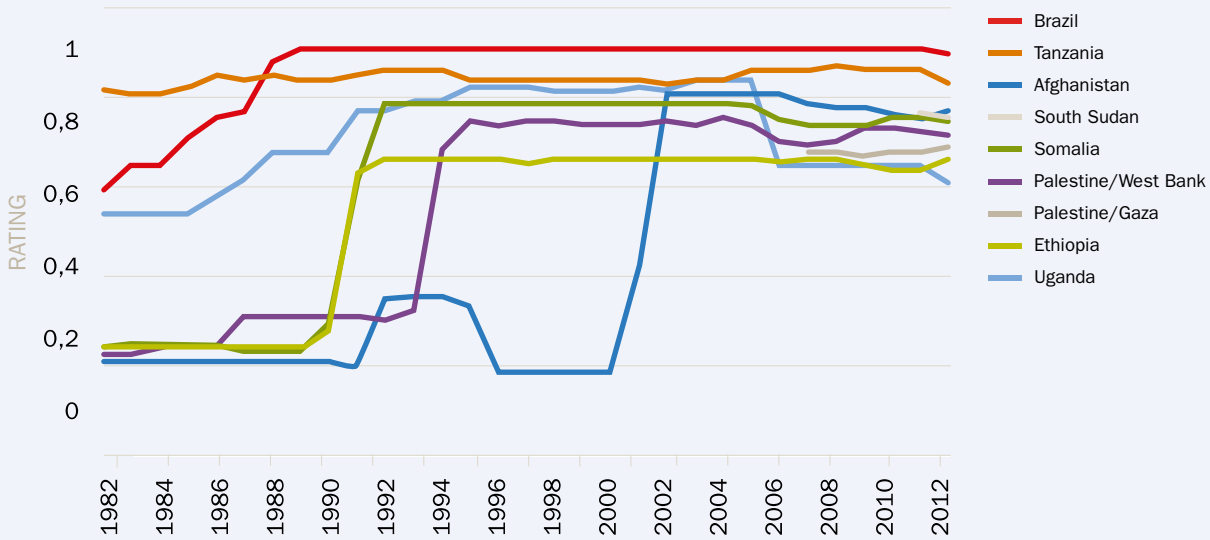


Selected dimensions of democratic development in Afghanistan. 1999-2012. Scale min-max

Source: Varieties of Democracy

Figure 3.14 presents some of the dimensions of Afghan democracy over a 13-year period. Apart from participation in political processes, the values increased substantially in the years 2001–2005, from very low levels. There may be a number of reasons why people’s active participation in political processes has not changed to the same extent as the other democratic dimensions. Changes in people’s norms and values tend to occur gradually, over a long period of time. The exacerbation of the security situation in the country since 2005 may also have played a part. The indices show that developments in all dimensions of democracy have levelled off since 2005.

FIGURE 3.15. CIVIL SOCIETY STRENGTHENED IN AFGHANISTAN AND PALESTINE



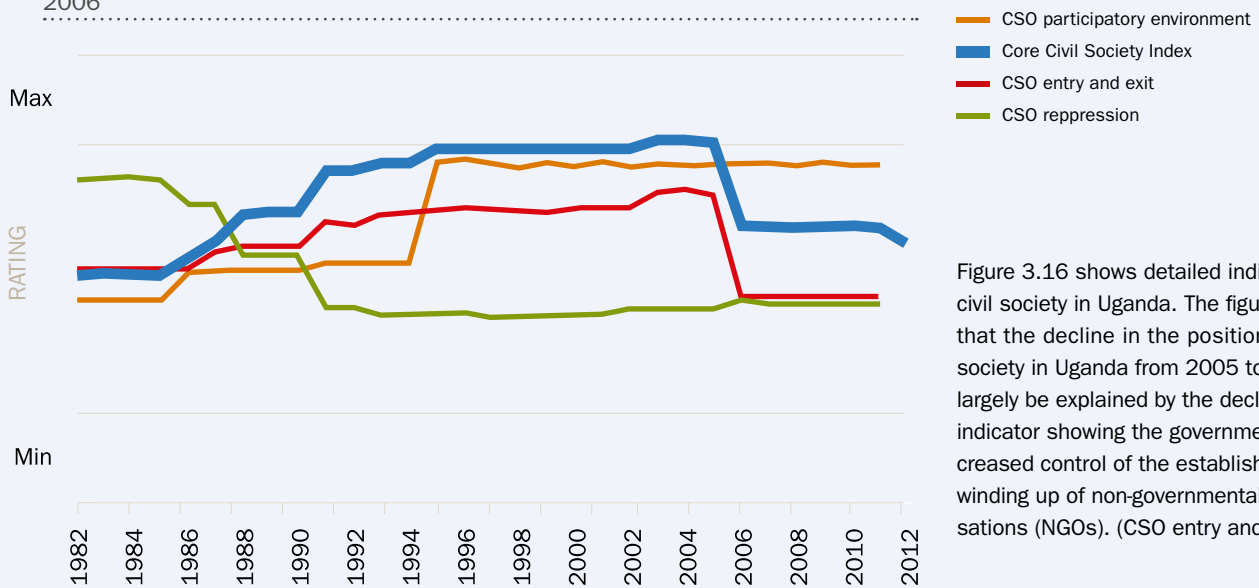
Core Civil Society index, 1982–2012. Scale 0–1.

Source: Varieties of Democracy

V-dem’s analytical tool makes it possible to investigate a number of social factors and make comparisons across countries. For example, conditions for civil society can be compared across countries as shown in Figure 3.15. The figure shows that the position of civil society in Palestine improved considerably from

the early 1990s and in Afghanistan from the year 2000. In Uganda there were positive developments in the 1980s and early 1990s followed by a marked deterioration from 2005 to 2006.

FIGURE 3.16. MORE DIFFICULT CONDITIONS FOR CIVIL SOCIETY IN UGANDA IN 2006



Core Civil Society index, Uganda, 1982–2012. Scale min-max.

Source: Varieties of Democracy

Figure 3.16 shows detailed indicators for civil society in Uganda. The figure shows that the decline in the position of civil society in Uganda from 2005 to 2006 can largely be explained by the decline in the indicator showing the government’s increased control of the establishment and winding up of non-governmental organisations (NGOs). (CSO entry and exit)

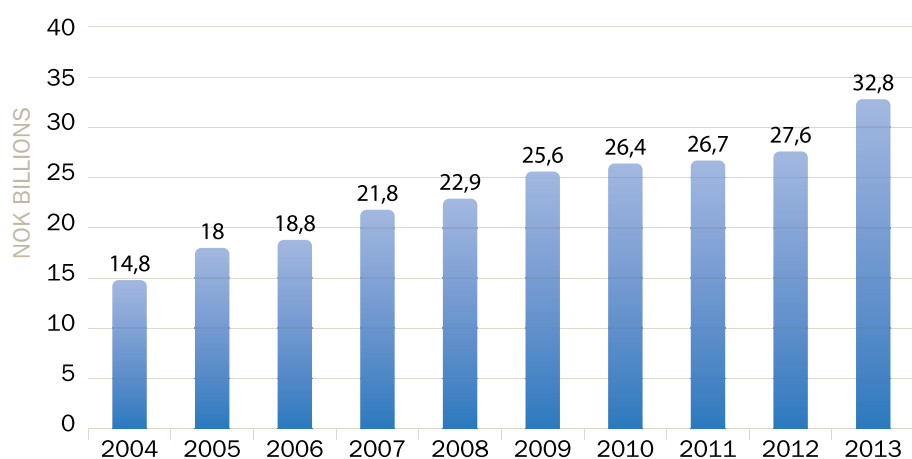




## 3.2 NORWEGIAN DEVELOPMENT AID IN 2013

This section considers the distribution of Norwegian development aid, and developments over the past ten years.

FIGURE 3.17. NORWEGIAN DEVELOPMENT AID HAS INCREASED



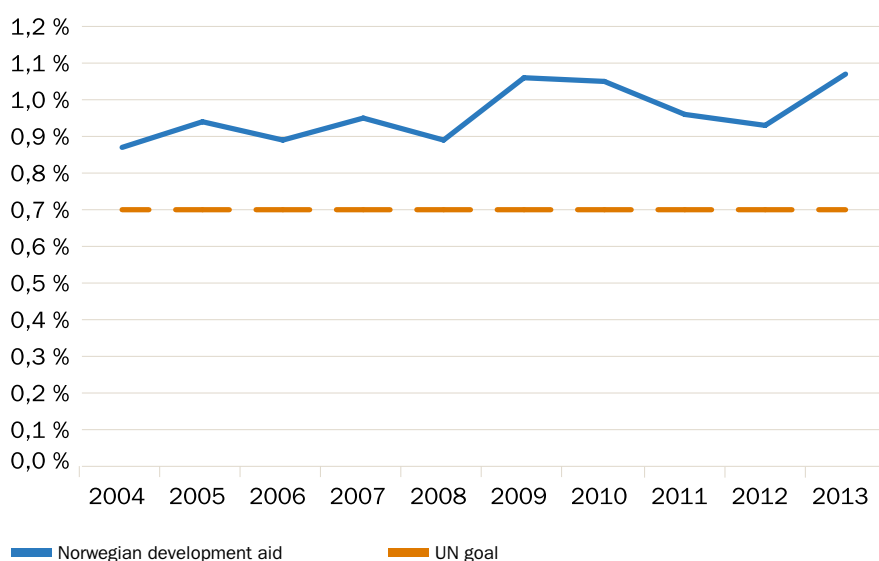
Norwegian development aid 2004–2013. NOK Billion

Source: Norad

In 2013, Norwegian development aid amounted to NOK 32.8 billion. This was a 19 per cent increase on 2012. The sharp increase was largely attributable to an extraordinary disbursement of NOK 2.9 billion for reduced deforestation in the Amazon, which was appropriated over previous years' government budgets. Total development aid measured in Norwegian kroner has more than doubled in the course of the past ten years, while it has increased as a percentage of gross national income (GNI) from 0.87 to 1.07 per cent. Distributed among the Norwegian population, each Norwegian gave an average of NOK 6400 in development aid in 2013.

In 2013, Norwegian aid amounted to 1.07 per cent of GNI. This was an increase on the 2012 level of 0.93 per cent. Norwegian aid also amounted to more than one per cent of GNI in 2009 and 2010. Prior to that, development aid accounted for more than one per cent of GNI in the period 1982–1994. The UN goal is that wealthy countries should donate at least 0.7 per cent of GNI as development aid. Norway has exceeded that level every year since 1976.

FIGURE 3.18. NORWEGIAN AID AMOUNTED TO 1.07 PER CENT OF GNI IN 2013



Norwegian aid as a share of GNI 2004–2013

Source: Norad

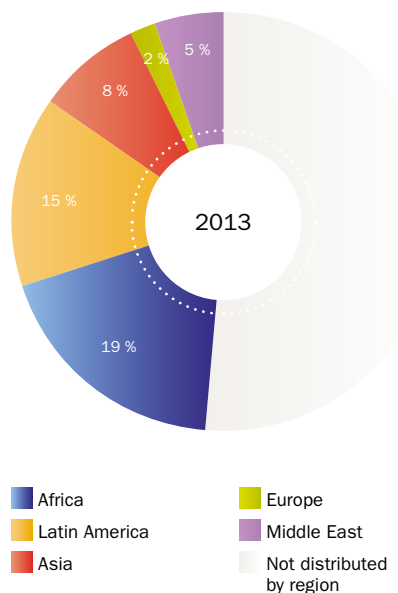
Of the NOK 32.8 billion in aid Norway gave in 2013, 49 per cent was earmarked for a geographical area. The share of aid that is possible to distribute by country or region, rose from 44 per cent of total aid the previous year. This must be viewed in light of the extraordinary disbursements to Brazil in connection with the Climate and Forest Initiative. Since 2004, the share of aid that it has been possible to distribute by region has fallen. Ten years ago, regionally distributed aid, most of which goes to Africa, accounted for 55 per cent of the total.

In 2013, aid to Africa accounted for 19 per cent of total development aid. Norwegian aid to Africa has increased over the past ten years from NOK 4.2 billion in 2004 to NOK 6.1 billion in 2013. As a share of total development aid, aid to Africa nonetheless fell significantly from 29 per cent in 2004 to 19 per cent in 2013.

Aid to Latin America and Asia accounted for 15 and 8 per cent, respectively, of total Norwegian aid in 2013. Asia has received substantial aid from Norway in the past. Latin America has previously received a relatively small share of Norwegian aid. However, this share has increased since Norway started to concentrate on climate and forests, rising from less than four per cent in 2004 to eight per cent in 2012. As a consequence of the extraordinary disbursements to Brazil in 2013, aid to Latin America more than doubled from 2012 to 2013, to NOK 4.8 billion.

In Europe, countries in the Balkans and Eastern Europe receive aid.

FIGURE 3.19. HALF OF NORWEGIAN AID IS GIVEN TO A SPECIFIC COUNTRY OR REGION



Norwegian aid 2013 NOK 32.8 billion in total

Source: Norad

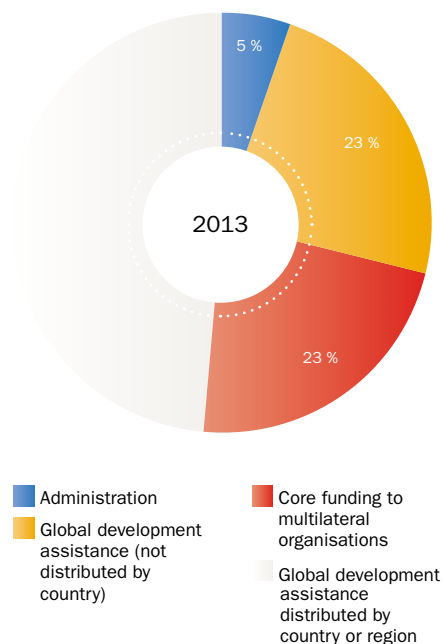
Aid that cannot be distributed by country or region consists of core funding to multilateral organisations, aid to global programmes and administration costs.

A multilateral organisation is an organisation of member states. Examples are the United Nations and the World Bank. In 2013, NOK 7.4 billion was given as core funding for this type of organisation, i.e. almost a quarter of the aid budget. These funds go directly to the organisations, without being earmarked for a particular country or a particular type of project. In terms of kroner, Norwegian core funding for multilateral organisations has increased over the past ten years, from NOK 4.2 billion in 2004 to NOK 7.4 billion in 2013. During the same period, the share of total aid given as core funding to multilateral organisations fell from 28 to 23 per cent.

In 2013, NOK 7.7 billion was given as global funding. This accounted for 23 per cent of aid. It includes expenses for refugees during the first year they spend in Norway and aid to thematic funds for education, health and environment. Global aid has increased markedly over the past decade. In 2004, NOK 1.7 billion of aid was global, which amounted to 11 per cent of aid that year.

The administration costs consist of the costs to the Ministry of Foreign Affairs, Norfund and the Norwegian Peace Corps (Fredskorpset) of administering the aid. In 2013, NOK 1.8 billion was spent on administration, which was just over five per cent of the aid. The share of aid resources spent on administration has remained relatively stable for the past ten years.

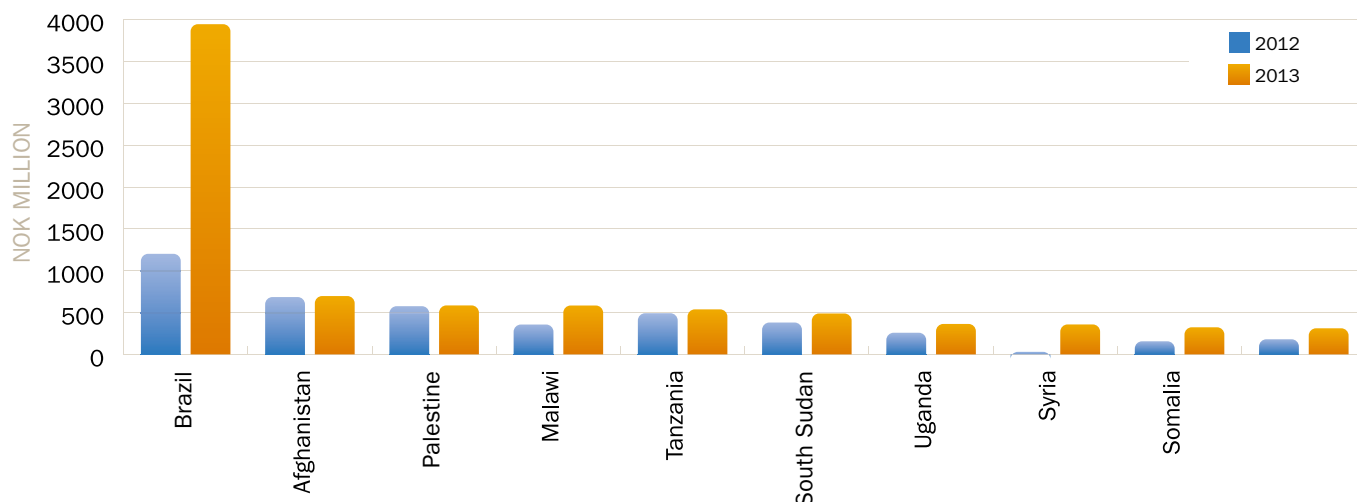
FIGURE 3.20. A QUARTER OF THE AID IS CORE FUNDING TO MULTILATERAL ORGANISATIONS



Norwegian development assistance in 2013, NOK 32.8 billion in total.

Source: Norad

FIGURE 3.21. BRAZIL RECEIVED BY FAR THE MOST NORWEGIAN AID IN 2013



The ten countries that received most Norwegian aid in 2013, compared with what they received in 2012. NOK Million

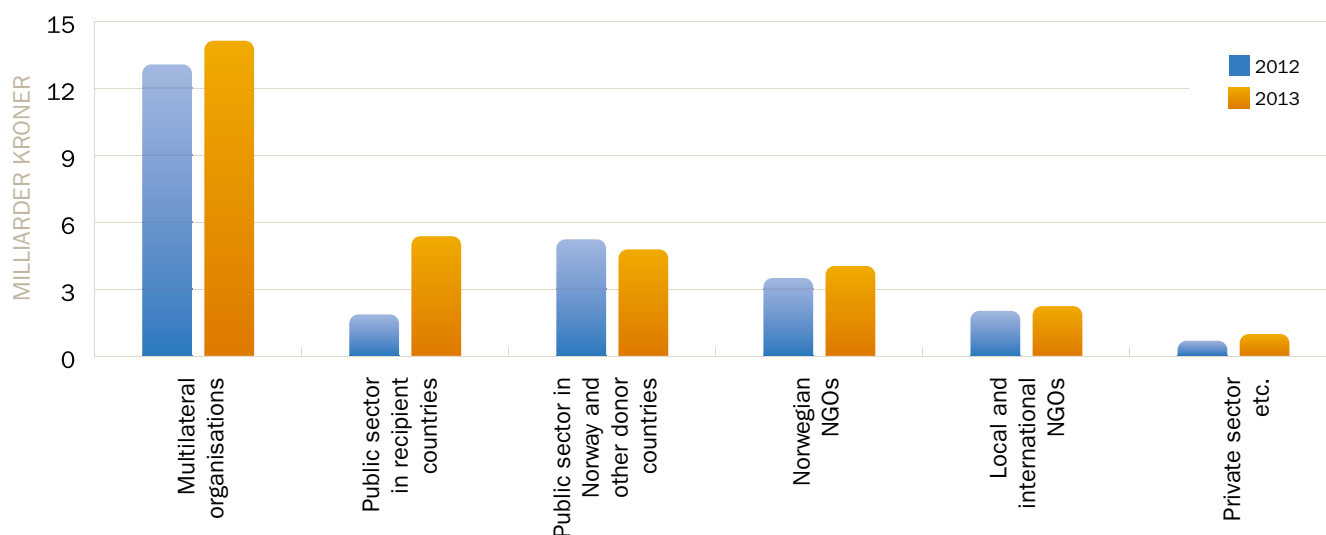
Source: Norad

In 2013, Brazil was the country that received most development aid from Norway. Aid to Brazil has increased almost ten-fold over the past two years, from NOK 407 million in 2011, via NOK 1248 million in 2012, to NOK 3989 million in 2013. Of the disbursements to Brazil in 2013, NOK 3894 million, or 98 per cent, went to the Amazon Fund, which is managed by the Brazilian Development Bank (BNDES). Norway's contribution to conservation of the Brazilian rainforest is calculated on the basis of the decline in deforestation in Brazil. Because Brazil has succeeded in making major reductions in deforestation, the country has received considerable support from Norway in recent years. The sharp increase in aid to Brazil in 2013 is due to the fact

that NOK 2.9 billion that was already appropriated for the results of previous years was only transferred to Brazil in 2013.

Afghanistan received the second largest share of aid to individual countries in 2013, an amount of NOK 744 million. Palestine and Malawi followed with NOK 632 million and NOK 631 million respectively. Of the countries with a sharp increase from 2012 to 2013 in the amount of aid received, Syria stands out with a rise from NOK 78 million, to NOK 405 million. The increase is related to the civil war in the country, and the aid consisted largely of emergency assistance.

FIGURE 3.22. MULTILATERAL ORGANISATIONS RECEIVED OVER NOK 14 BILLION IN 2013



Norwegian aid by type of partner in 2012 and 2013. NOK Billion.

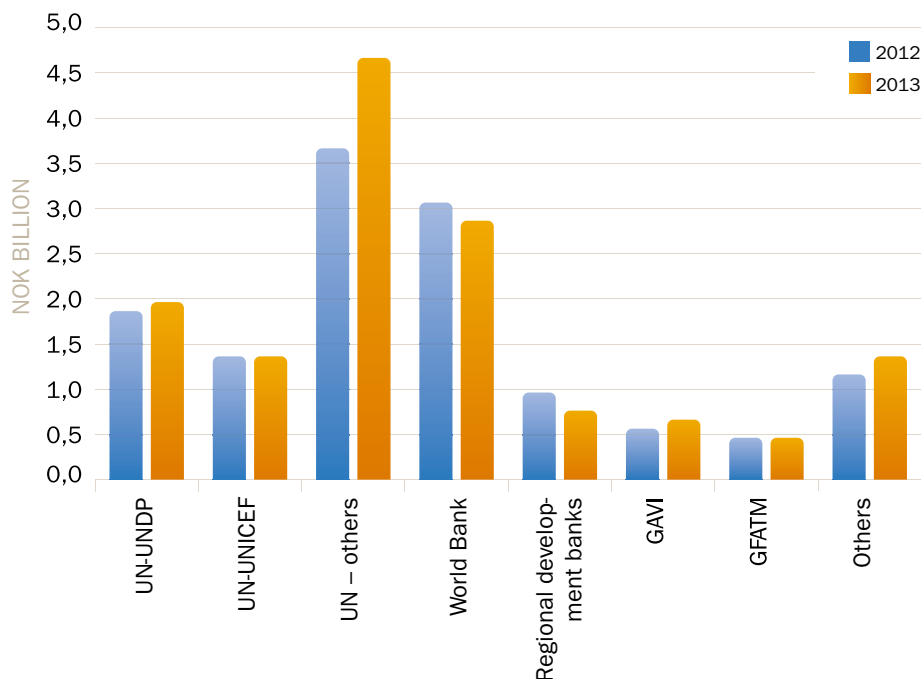
Source: Norad

In 2013, multilateral organisations received NOK 14.3 billion, which amounted to 44 per cent of total Norwegian aid.

Aid to multilateral organisations consisted of about NOK 7.4 billion in core funding and NOK 6.9 billion to earmarked projects.

The largest increase in aid was to the public sector of the recipient country, which more than doubled from 2012 to 2013. The increase was mainly due to transfers of almost NOK 4 billion to the Brazilian Development Bank BNDES in connection with the Climate and Forest Initiative.

FIGURE 3.23. UN RECEIVED NOK 8 BILLION OF NORWEGIAN AID



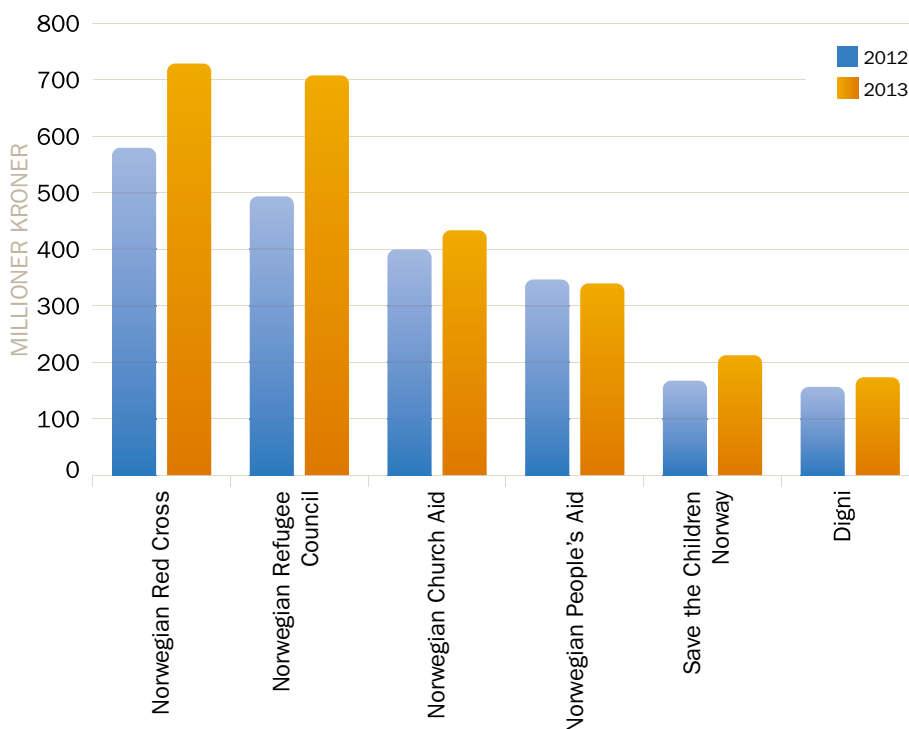
The UN organisations were the multilateral organisations that received most. In 2013, Norway channelled NOK 8 billion via the UN, one billion more than the previous year. Aid to the World Bank in 2013 amounted to NOK 2.9 billion, down from NOK 3.1 billion the previous year. Aid to the GAVI vaccination alliance continued to grow, from NOK 429 million in 2011, via NOK 606 million in 2012, to NOK 749 million in 2013. The Global Fund to Fight AIDS, Tuberculosis and Malaria (GFATM) has received NOK 450 million annually for the past three years. More detailed information on Norwegian aid to multilateral organisations is available in the appendix tables.

Aid to multilateral organisations 2012 and 2013. NOK Billion. Figures for GAVI do not include IFFIM and AMC.

Source: Norad

In 2013, Norwegian non-governmental organisations (NGOs) received a total of NOK 4.3 billion, an increase of 15 per cent on the previous year. Of this, 30% was emergency assistance. The six main recipients received 62 per cent of the funds. The Norwegian Refugee Council had the largest increase from 2012 to 2013, from NOK 501 million to NOK 715 million, an increase of 43 per cent. Of the aid channelled via Norwegian NGOs, approximately NOK 1.7 billion went to aid projects in Africa.

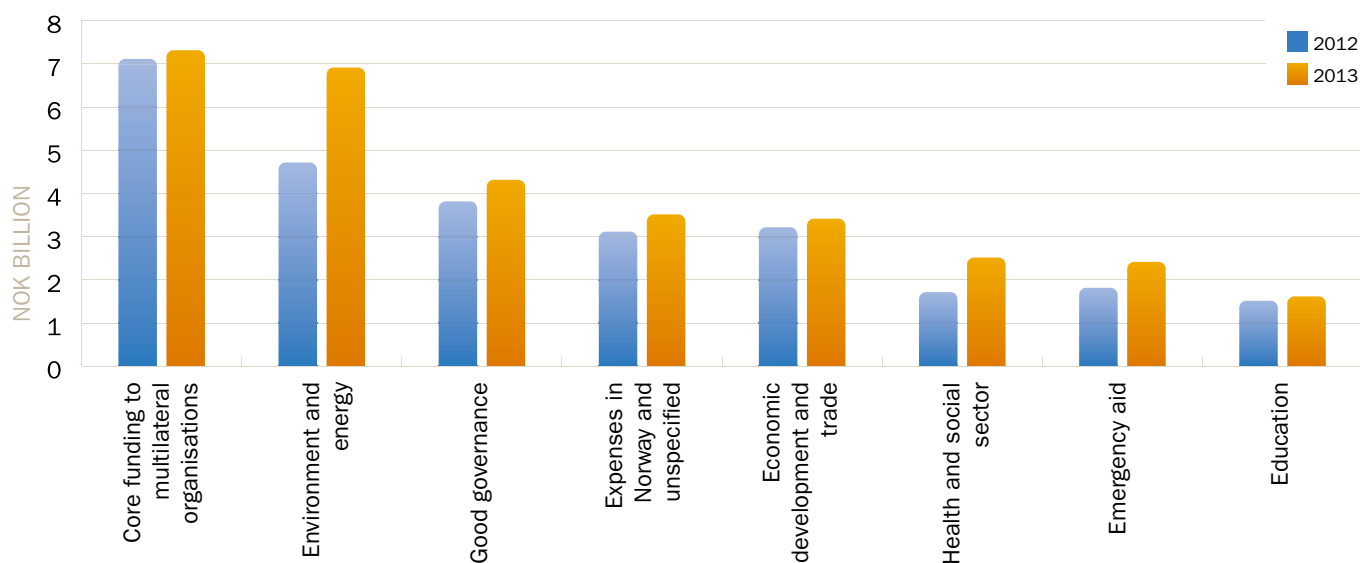
FIGURE 3.24. NORWEGIAN NGOS THE NORWEGIAN RED CROSS AND THE NORWEGIAN REFUGEE COUNCIL RECEIVED MOST NORWEGIAN SUPPORT



Aid to the six largest Norwegian NGOs 2012 and 2013. NOK Million

Source: Norad

FIGURE 3.25. INCREASE IN AID FOR GOOD GOVERNANCE



Norwegian aid distributed by sector. 2012 and 2013. NOK Billion.

Source: Norad

In 2013, NOK 7.4 billion was given as core funding to multilateral organisations. Core funding is general support that is not earmarked for a specific sector or geographical area (see Results through multilateral organisations, pages 24–25). NOK 7 billion was used for environment and energy, up from NOK 4.8 billion in

2012. Here, too, the extraordinary disbursement to the Amazon Fund impacted the statistics strongly.

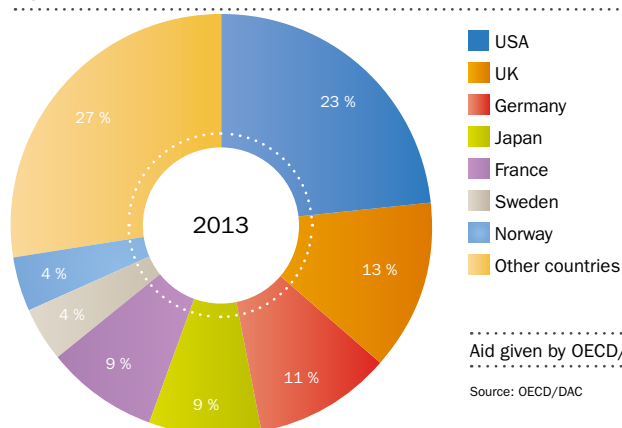
Aid for good governance accounted for NOK 4.4 billion in 2013. This was approximately NOK 500 million more than in 2012.



## 3.3 AID FROM NORWAY AND OTHER DONOR COUNTRIES

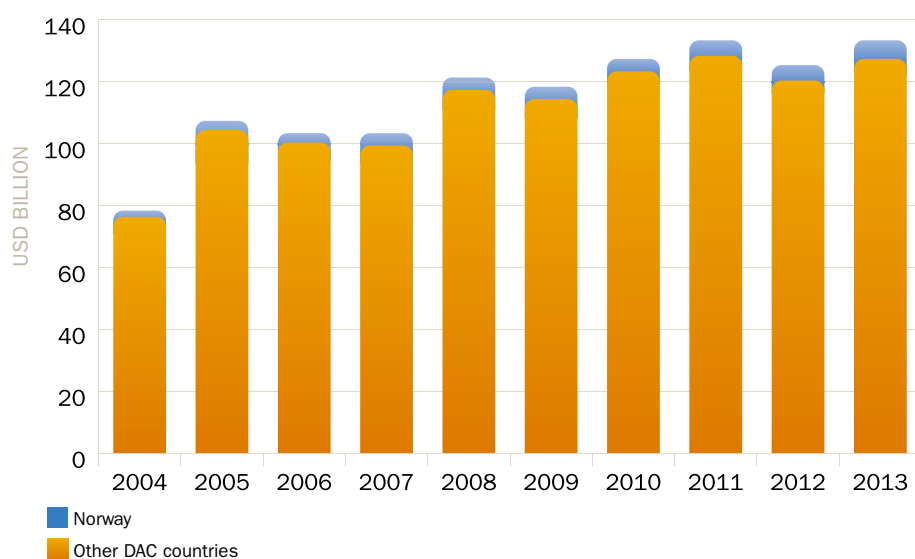
In this section, Norway's aid is compared with that of countries that are members of the OECD Development Aid Committee (DAC). OECD/DAC consists of 28 countries and the EU, and is a forum for discussion of development aid policy. The DAC countries have traditionally been the largest donors of aid, but several other countries, including Saudi-Arabia and the United Arab Emirates are also major donors. Internationally, Norway is a relatively small donor in terms of number of kroner. Adjusted for the size of the economy and population, Norway is the country that gave most in 2013.

FIGURE 3.26. NORWAY GAVE 4.1 PER CENT OF THE OECD/DAC COUNTRIES' TOTAL AID



In 2013, the OECD/DAC member countries donated a total of USD 135 billion in aid (approximately NOK 800 billion). Norway's contribution made up 4.1 per cent of this. Norway's population accounts for 0.5 per cent of the population of the OECD/DAC countries. With a share of 23.4 per cent of the aid, the United States gave by far the most of the OECD/DAC countries. The United Kingdom and Germany followed with shares of 13 per cent and 10 per cent, respectively, of total aid from the OECD/DAC countries.

FIGURE 3.27. NORWAY'S SHARE OF THE AID HAS INCREASED

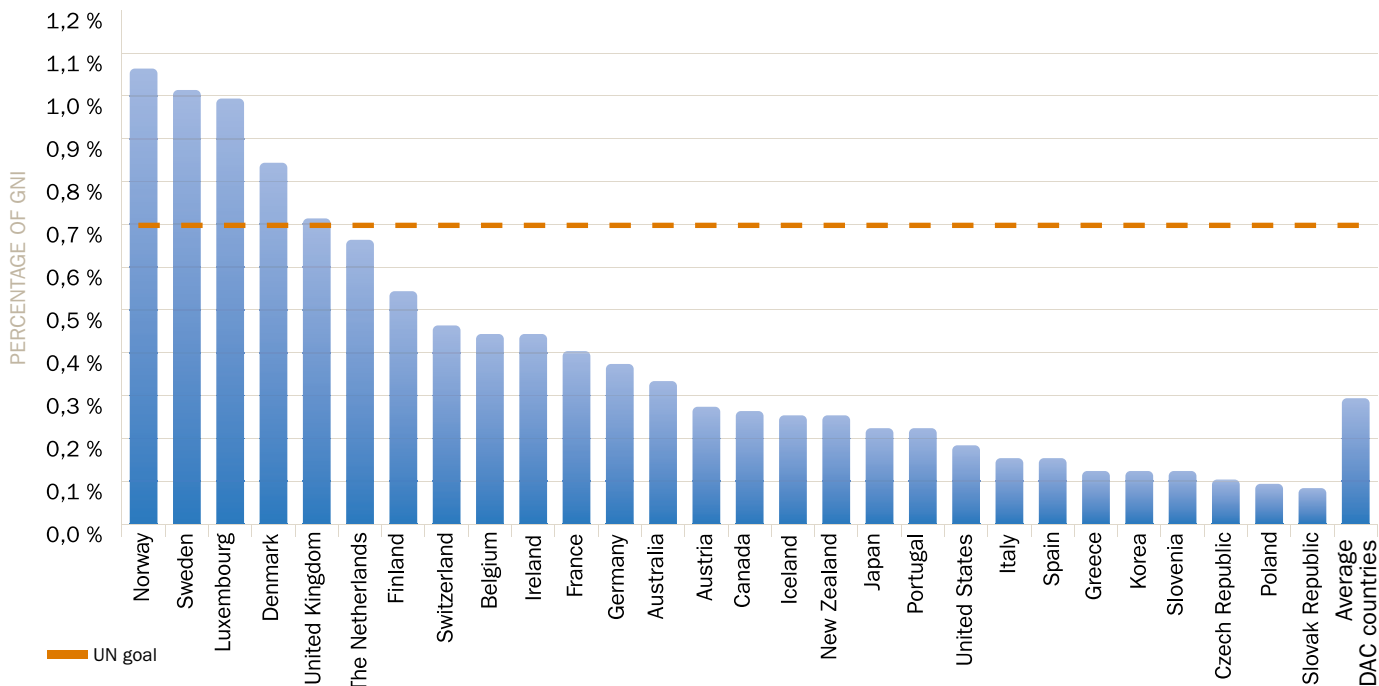


In the period 2004–2013, total aid from OECD/DAC countries increased from USD 80 billion to USD 135 billion. During the same period, Norway's share increased from 2.7 to 4.1 per cent.

Aid given by OECD/DAC countries. 2004-2013.

Source: OECD/DAC

FIGURE 3.28. FIVE COUNTRIES GIVE MORE THAN 0.7 PER CENT OF GNI IN AID



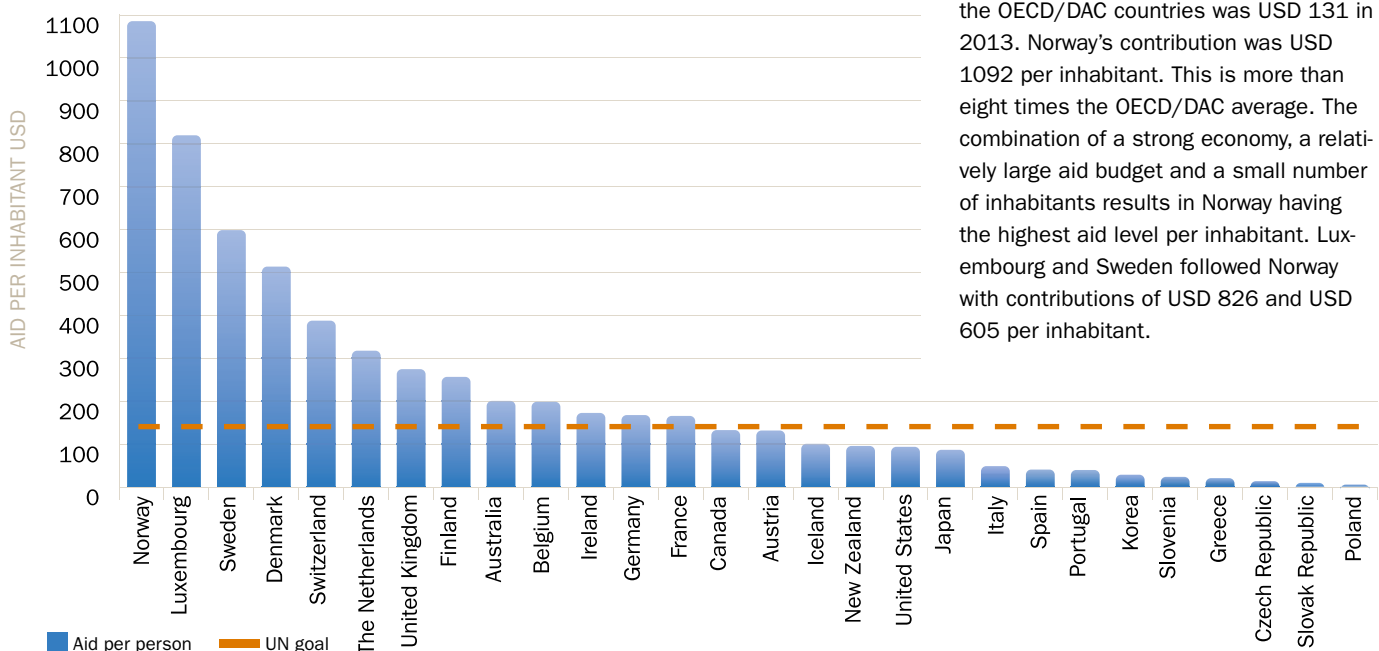
Aid as a share of GNI in OECD/DAC countries. 2013.

Source: OECD/DAC

The OECD/DAC countries vary widely with respect to the size of their economies. In order to see how much aid a country contributes compared with the size of its economy, the aid can be measured as a share of gross national income (GNI). The UN target is that wealthy countries should give at least 0.7 per cent of GNI as development aid. In 2013, Norway, Sweden, Luxembourg, Denmark and the United Kingdom were the only OECD/DAC

countries that achieved this target. It was the first year that the United Kingdom reached 0.7 per cent of GNI in aid. Norway, with 1.07 per cent of GNI, had the highest share, and has met the UN goal of 0.7 per cent of GNI since 1976 when the target was adopted. On average, the OECD/DAC countries contributed aid equivalent to 0.30 per cent of their total GNI.

FIGURE 3.29. NORWAY GIVES MOST AID PER INHABITANT



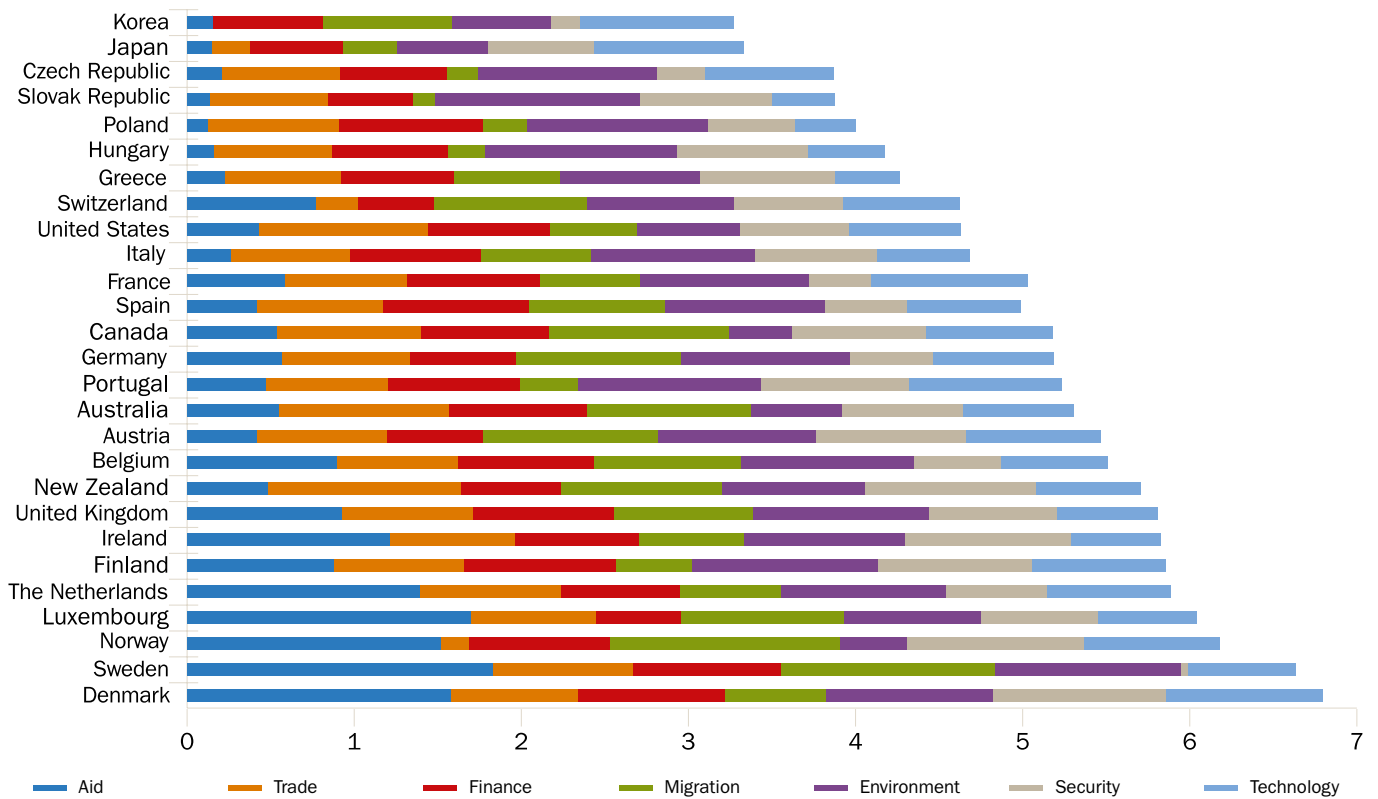
The average contribution per inhabitant of the OECD/DAC countries was USD 131 in 2013. Norway's contribution was USD 1092 per inhabitant. This is more than eight times the OECD/DAC average. The combination of a strong economy, a relatively large aid budget and a small number of inhabitants results in Norway having the highest aid level per inhabitant. Luxembourg and Sweden followed Norway with contributions of USD 826 and USD 605 per inhabitant.

Aid per inhabitant in OECD/DAC countries. 2013.

Source: OECD/DAC



FIGURE 3.30. DENMARK CONDUCTS THE MOST DEVELOPMENT-PROMOTING POLICY



Commitment to Development Index. 2013.

Source: Center for Global Development

Aid is one of a number of factors that influence development. The Center for Global Development has constructed an index which, in addition to development aid, takes account of the various donor countries' contributions to development through trade, finance, migration, environment, security and technology.

The Scandinavian countries stand out particularly in terms of their policies to promote development, and when it comes to donor countries' development policies, Denmark, Sweden and Norway head the list. In 2013, Norway scores high on most indicators with the exception of trade and environment. As a result of high customs barriers and agricultural subsidies, Norway's agricultural policy is ranked the second poorest of the 27 countries in the index.

Norway has no customs barriers in relation to the least developed countries, but since this applies only to some, and not to all developing countries, it is not sufficient to lift Norway on the trade component of the index. The fact that Norway is also ranked second to last with regard to environmental issues is largely due to the fact that the calculation negatively weights both petroleum production and subsidies to the fisheries industry.

The Commitment to Development Index was calculated for the first time in 2003. Since then, Norway has been climbing steadily on the index. However, Norway fell from second place in 2012 to third place in 2013.



## 3.4 TABLES

Table 1. Norwegian development aid. Selected figures 2004–2013

Table 2. Norwegian development aid by region 2004–2013.

Table 3. Norwegian development aid by recipient country 2004–2013

Table 4. Norwegian development aid by thematic area 2004–2013

Table 5. Development aid by sector 2004–2013

Table 6. Development aid by budget chapter 2008–2013

Table 7. Development aid by type of agreement partner 2004–2013

Table 8. Aid to Norwegian NGOs 2004–2013

Table 9. Aid to multilateral organisations 2004–2013

Indicator	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Aid in NOK million	14 815	17 995	18 893	21 880	22 862	25 624	26 424	26 653	27 638	32 807
Aid in USD million	2 198	2 794	2 945	3 735	4 006	4 081	4 372	4 756	4 753	5 581
Share of OECD/DAC countries' aid	2,7 %	2,6 %	2,8 %	3,6 %	3,3 %	3,4 %	3,4 %	3,5 %	3,7 %	4,1 %
Aid per capita, NOK	3 214	3 878	4 037	4 616	4 763	5 272	5 371	5 341	5 473	6 420
Aid/GNI %	0,87	0,94	0,89	0,95	0,89	1,06	1,05	0,96	0,93	1,07
Number of recipients countries	113	115	113	109	110	114	113	113	112	116

Region	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Africa	4 226	4 617	4 984	5 344	5 862	5 679	5 736	6 064	5 561	6 149
Latin America	583	682	697	1 623	845	866	1 367	1 417	2 131	4 763
Asia	1 865	3 359	2 292	2 885	2 924	2 692	3 214	2 786	2 639	2 749
Europe	863	818	804	668	633	630	684	634	661	579
Oceania	3	3	4	4	9	11	11	15	9	9
Middle East	640	751	952	913	905	845	892	907	1 086	1 680
Not regionally distributed	6 634	7 765	9 093	10 373	11 683	14 901	14 520	14 832	15 551	16 878
<b>Total</b>	<b>14 815</b>	<b>17 995</b>	<b>18 827</b>	<b>21 808</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

Table 3. Norwegian development aid by recipient country, 2004–2013. NOK Million										
Recipient country	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Afghanistan	456	386	447	553	737	728	726	775	732	744
Angola	167	135	150	125	102	112	80	73	71	59
Bangladesh	161	212	137	233	132	92	102	95	96	74
Bosnia-Herzegovina	115	114	122	102	109	99	110	83	112	84
Brazil	21	18	18	55	34	185	226	407	1 248	3 989
Burundi	80	66	84	118	145	158	118	97	96	81
Chile	2	102	91	135	200	83	79	-67	188	56
Colombia	57	58	64	78	62	73	86	68	86	97
Dem. Rep. Congo	123	128	138	137	199	176	171	179	189	262
Eritrea	126	121	115	60	51	60	58	45	19	0
Ethiopia	229	245	268	198	213	237	197	163	228	359
Philippines	13	15	30	246	171	11	106	62	7	124
Georgia	33	54	48	38	75	69	60	57	39	39
Guatemala	87	135	96	87	65	48	57	62	51	73
Haiti	47	32	51	45	59	27	404	135	129	84
India	89	184	84	176	199	101	145	164	216	202
Indonesia	50	290	66	96	61	81	253	67	83	164
Iraq	125	155	145	99	99	73	47	46	47	62
Cambodia	22	24	20	22	60	20	29	51	18	151
Kenya	54	63	79	76	121	97	81	111	84	138
China	99	89	92	99	140	136	136	132	141	124
Kosovo						133	147	107	86	64
Lebanon	43	50	178	90	62	62	56	68	88	139
Liberia	78	46	57	165	193	96	138	197	203	202
Madagascar	57	76	103	119	129	52	78	72	82	74
Macedonia	85	81	80	55	35	44	45	39	28	24
Malawi	183	316	323	321	368	399	391	375	404	631
Mali	54	89	108	94	85	79	96	75	95	132
Mozambique	412	438	412	469	552	505	445	472	503	298
Myanmar	48	38	52	64	169	112	124	105	133	187
Nepal	155	162	263	239	239	284	285	277	236	191
Nicaragua	85	90	162	116	114	112	116	102	89	108
Nigeria	37	19	19	19	36	58	85	66	54	60
Pakistan	55	533	120	181	170	292	502	184	176	154
Palestine	363	477	563	622	661	629	662	628	623	632
Peru	8	21	9	838	2	-46	23	20	30	33
Serbia				239	266	125	122	111	89	64
Somalia	227	202	217	253	252	209	183	468	204	371
Sri Lanka	204	428	239	258	174	221	175	145	116	87
Sudan	385	636	686	700	684	578	705	263	194	199
Syria	9	10	6	6	4	0	8	7	78	405
South Africa	108	93	90	95	108	227	150	214	-171	135
South Sudan								338	428	536
Tanzania	402	389	483	667	729	731	749	640	539	585
Former Yugoslavia	250	219	209							
Uganda	281	293	319	403	422	423	432	454	306	411
Vietnam	81	100	98	175	177	100	122	242	270	108
Zambia	252	315	425	436	418	394	327	444	302	290
Zimbabwe	55	87	72	73	123	180	146	125	159	200
East Timor	59	58	93	79	44	53	47	46	45	33
Other countries	809	863	831	665	652	534	784	1 100	733	883
Not distributed by country	7 877	9 240	10 264	11 588	12 962	16 368	16 007	16 465	17 639	18 608
<b>Total</b>	<b>14 815</b>	<b>17 995</b>	<b>18 827</b>	<b>21 808</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

Thematic area	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Good governance	2 032	2 331	2 886	3 352	3 459	3 896	3 865	3 941	3 863	4 369
Health and social sector	1 563	2 009	1 920	1 869	2 107	2 277	1 724	1 804	1 814	2 582
Expenses in Norway and unspecified	1 700	1 567	1 801	1 909	2 301	4 258	3 823	3 343	3 187	3 635
Environment and energy	848	1 040	1 107	2 269	1 966	2 366	3 172	3 204	4 752	7 024
Multilateral	4 173	4 581	5 079	5 568	6 056	6 296	6 464	6 787	7 154	7 439
Emergency assistance	1 091	2 227	1 471	1 733	1 760	1 398	2 161	2 115	1 949	2 538
Education	1 293	1 662	1 720	1 576	1 541	1 759	1 602	1 515	1 612	1 690
Economic development and trade	2 114	2 579	2 844	3 534	3 673	3 374	3 612	3 944	3 307	3 531
<b>Total</b>	<b>14 815</b>	<b>17 995</b>	<b>18 827</b>	<b>21 808</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

Sector (OECD/DAC)	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
111 – Education, unspecified	295	357	445	454	269	336	321	236	279	336
112 – Basic education	781	1 072	1 065	872	923	1 030	925	1 007	1 058	1 100
113 – Secondary education	32	51	64	42	52	70	57	49	45	30
114 – Post-secondary education	185	181	146	208	297	323	299	224	231	223
121 – Health, general	263	370	377	404	368	348	347	404	455	623
122 – Basic health	253	333	356	274	456	605	206	370	345	467
130 – Population policy and reproductive health	269	287	386	399	449	508	457	440	442	754
140 – Water and sanitation	213	282	231	273	255	261	234	129	167	189
151 – Government and civil society	1 636	1 814	1 859	2 177	2 283	2 641	2 573	2 655	2 568	3 059
152 – Conflict prevention resolution, peace and security	396	516	1 026	1 175	1 176	1 255	1 292	1 286	1 295	1 310
160 – Social infrastructure and social services	565	737	571	519	579	555	480	459	405	549
210 – Transport and storage	51	64	96	115	9	59	31	23	13	1
220 – Communication	17	19	66	26	63	-26	-30	12	13	7
230 – Energy generation and supply	429	641	616	1 673	1 108	568	963	1 442	2 069	1 358
240 – Banking and financial services	160	109	84	250	221	292	253	764	142	442
250 – Business and other services	217	229	244	264	204	225	183	188	103	44
311 – Agriculture	355	320	370	446	418	500	462	476	557	914
312 – Forestry	46	25	20	30	192	956	1 471	1 026	1 910	4 832
313 – Fisheries	110	208	128	117	123	139	138	152	170	190
321 – Industry	70	77	80	69	47	61	121	95	154	138
322 – Minerals and mining	17	43	57	90	148	162	185	242	205	193
323 – Building and construction	1	0	0	1	1	-0	0	0	0	
331 – Trade policy and regulations and trade related adjustments	55	66	72	121	109	116	113	102	104	85
332 – Tourism	4	36	6	3	28	0	19	72	6	16
410 – General environmental protection	373	374	471	566	666	842	738	736	773	834
430 – Other multisector assistance	565	1 000	877	926	931	661	950	820	1 036	841
510 – General budget support	409	390	577	824	1 162	1 100	1 079	872	653	490
520 – Developmental food aid Food security	1	0	42	5	8	5	4	3	27	25
530 – Other commodity assistance	-	0	0	0	15	3	3			
600 – Action relating to debt	83	15	145	276	187	77	100	122	123	145
720 – Emergency response	1 008	2 133	1 380	1 578	1 597	1 179	1 752	1 774	1 622	2 170
730 – Reconstruction relief and rehabilitation	84	94	91	154	112	89	291	150	119	78
740 – Disaster prevention and preparedness					51	130	119	190	209	290
910 – Administration costs and multilateral	4 966	5 466	6 120	6 686	7 278	7 683	7 916	8 290	8 691	9 219
930 – Refugees in Norway	750	438	399	456	806	2 533	2 027	1 475	1 319	1 587
998 – Unspecified	157	244	361	335	272	338	344	365	331	268
<b>Total</b>	<b>14 815</b>	<b>17 995</b>	<b>18 827</b>	<b>21 808</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

Budget chapter	2008	2009	2010	2011	2012	2013
140 – Norwegian Ministry of Foreign Affairs, administration of development aid	924	1 029	1 079	1 095	1 109	1 188
141 – Norwegian Agency for Development Cooperation (Norad)	177	192	201	206	212	221
144 – The Peace Corps		54	49	49	55	43
150 – Development aid to Africa	2 679	2 842	2 702	2 610	2 566	2 119
151 – Development aid to Asia	817	999	988	942	931	913
152 – Development aid to the Middle East	245	491	457	532		
152 – Development aid to the Middle East and North Africa					509	539
153 – Development aid to Latin America	246	250	221	192	187	205
160 – Civil society and development of democracy	1 715	1 763	1 747	1 812	1 893	1 975
161 – Business development	1 144	482	1 031	1 985	1 890	1 231
162 – Transitional assistance (GAP)	686	625	641	389	365	400
163 – Emergency relief, humanitarian aid and human rights	2 529	2 448	2 966	3 049	3 030	3 694
164 – Peace, reconciliation and democracy	1 770	1 631	1 681	1 620	1 596	1 481
165 – Research, skills development and evaluation	648	732	757	790	851	777
166 – Environment and sustainable development etc.		1 225	1 750	1 325	2 295	6 577
166 – Support for sundry initiatives	402					
167 – Refugee initiatives in Norway, approved as ODA	806	2 533	2 027	1 475	1 319	1 587
168 – Women and gender equality	207	312	292	305	305	307
169 – Global health and vaccine initiatives	1 542	1 506	1 479	1 695	1 835	2 453
170 – UN agencies, etc.	4 013	4 273	4 156	4 324	4 445	4 477
171 – Multilateral financial institutions	2 000	1 991	1 949	2 002	2 014	2 231
172 – Debt relief and debt-related measures	306	260	270	270	265	429
51 – Not Ministry of Foreign Affairs' budget	7	10	10	9	11	11
530 – Reversals		-24	-28	-23	-44	-49
<b>Total</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

Type of partner	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Consultants	50	66	96	113	86	113	206	153	137	91
Norwegian private sector	129	210	131	78	176	174	175	207	217	371
Private sector of other countries	284	281	248	256	293	567	347	818	370	485
Public sector in recipient countries	1 554	1 832	2 008	2 277	2 170	2 105	2 242	1 803	2 084	5 577
Norwegian public sector	2 220	2 282	2 625	3 621	3 446	4 713	4 800	4 630	5 193	4 617
Public sector in other donor countries	89	98	264	204	244	259	231	476	252	375
Norwegian NGOs	2 579	3 067	3 219	3 397	3 490	3 566	3 620	3 518	3 710	4 252
International NGOs	302	382	431	739	829	1 125	1 197	1 501	1 279	1 467
Local NGOs	346	403	448	593	623	744	799	899	959	981
Multilateral organisations	7 086	9 225	9 151	10 289	11 267	12 105	12 615	12 476	13 266	14 334
Public-private partnerships	48	50	89	113	136	105	131	106	119	197
Unspecified	127	99	118	128	101	47	61	65	52	59
<b>Total</b>	<b>14 815</b>	<b>17 995</b>	<b>18 827</b>	<b>21 808</b>	<b>22 862</b>	<b>25 624</b>	<b>26 424</b>	<b>26 653</b>	<b>27 638</b>	<b>32 807</b>

**Table 8. Aid to Norwegian NGOs by partner. 2004–2013. NOK Million**

Organisation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Norwegian Red Cross	354	449	419	389	415	435	473	456	587	736
Norwegian Refugee Council	300	344	434	488	476	452	552	525	501	715
Norwegian Church Aid	346	397	482	437	489	453	469	408	407	441
Norwegian People's Aid	312	358	421	404	381	385	344	365	354	347
Save the Children Norway	163	187	178	197	223	218	200	183	175	220
Digni – formerly Norwegian Missions in Development Board (Bistandsnemnda)	138	145	141	140	142	143	145	151	164	181
Rainforest Foundation Norway	22	25	34	56	83	99	101	115	114	120
CARE Norway	65	93	65	79	76	136	100	70	101	96
Atlas Alliance	56	62	76	76	79	79	80	81	80	84
The development Fund (Utviklingsfondet)	55	79	35	40	54	68	71	73	73	81
Doctors Without Borders Norway	51	58	64	41	45	29	23	39	60	73
WWF Norway	17	11	20	53	56	60	55	71	59	67
Caritas Norway	36	56	34	44	38	32	29	23	30	57
Strømme Foundation	50	53	53	64	54	48	48	46	51	55
Nordic International Support Foundation (NIS)								2	19	45
FOKUS – Forum for Women and Development	17	49	21	24	33	32	39	33	41	43
Plan Norway	10	34	38	46	36	46	36	37	50	40
Norwac – Norwegian Aid Committee	30	33	52	52	50	35	34	24	37	35
FORUT – Campaign for Development and Solidarity	28	50	34	47	37	31	31	31	33	34
Friends of the Earth Norway (Naturvernforbundet)	1	2	4	6	10	13	13	18	11	34
Norwegian Confederation of Trade Unions (LO)	25	26	28	28	28	29	29	29	30	32
Norwegian Peacebuilding Centre (NOREF)					10	29	26	29	3	31
United Nations Association of Norway	18	30	26	22	28	25	27	28	28	30
Norwegian Students' and Academics' International Assistance Fund (SAIH)	16	18	18	18	19	20	21	22	22	27
JOIN Good Forces (formerly CRN – Christian Relief Network)	18	18	19	18	17	22	32	36	26	25
PETRAD	6	7	10	18	42	40	40	45	30	22
Royal Norwegian Society for Development	46	42	12	21	23	26	24	16	19	21
Chr. Michelsen Institute (CMI)	13	18	18	15	22	39	27	29	21	21
International Peace Research Institute, Oslo (PRIO)	5	12	21	17	15	16	22	16	16	20
Norwegian Football Association	5	13	9	12	10	13	9	1	0	19
Norwegian Helsinki Committee	7	8	14	15	21	19	19	24	13	18
ADRA Norway	7	5	4	5	5	5		6	8	18
Norwegian Afghanistan Committee	7	14	12	15	9	9	14	13	28	16
Foundation SOS Children's Villages Norway	8	16	16	8	7	13	23	15	34	16
Human Rights House Foundation (HRH)		0	2	2	7	11	9	14	11	16
Confederation of Norwegian Enterprise (NHO)	11	13	14	14	17	19	17	16	14	15
Norwegian Association of Local and Regional Authorities (KS)	20	22	30	25	24	19	25	22	17	15
Norwegian Olympic and Paralympic Committee and Confederation of Sports (NIF)	11	10	8	9	10	11	12	11	13	15
Friendship North/South (Vennskap Nord/Sør)	9	9	10	11	11	12	10	11	11	11
National Association for Lesbians, Gays, Bisexuals and Transgender persons (LLH)			0	0	2	2	3	4	7	10
Tromsø Mine Victim Resource Centre (TMC)	7	3	11	17	16	13	12	14	12	10
GenØk – Centre for Biosafety	6	8	8	7	11	11	13	10	14	9
YWCA-YMCA Global	1	2	2	3	2	3	5	5	6	9
Oljeberget Foundation	1		7	-1	1	6	6	6	13	8
Norwegian Institute for Urban and Regional Research (NIBR)	5	7	6	6	10	5	4	1	7	8
Norwegian Forum for Development and Environment (ForUM)	5	6	6	5	5	6	6	8	8	8
Norwegian Children and Youth Council (LNU)	5	5	5	5	8	8	10	9	9	7
YME Foundation	5	7	5	12	9	10	10	11	24	7
Lions Aid Norway	6	7	7	7	7	6	6	6	6	7
Norwegian Forestry Group (NFG)	17	3	5	13	12	14	5	9	13	7
Other organisations	242	253	282	366	305	313	309	298	302	270
<b>Totalt</b>	<b>2 579</b>	<b>3 067</b>	<b>3 219</b>	<b>3 397</b>	<b>3 490</b>	<b>3 566</b>	<b>3 620</b>	<b>3 518</b>	<b>3 710</b>	<b>4 252</b>

Table 9. Aid to multilateral organisations, by partner. 2004–2013. Millions of NOK										
Organisation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>UN organisations, total</b>	<b>4 147</b>	<b>5 605</b>	<b>5 452</b>	<b>6 182</b>	<b>6 209</b>	<b>6 883</b>	<b>7 178</b>	<b>7 032</b>	<b>6 963</b>	<b>8 020</b>
UNDP – UN Development Programme	1 106	1 350	1 436	1 716	1 750	2 015	2 144	2 008	1 851	1 959
UNICEF– United Nations Children's Fund	900	1 338	1 152	1 135	1 187	1 298	1 319	1 310	1 366	1 404
UNFPA – UN Population Fund	248	271	287	394	413	409	449	410	447	705
UNHCR – UN Office of the UN High Commissioner for Refugees	374	382	360	332	336	400	484	434	481	575
CERF –Central Emergency Response Fund	-	-	206	350	300	300	375	387	414	439
WFP – World Food Programme	315	607	336	240	278	240	252	250	316	362
WHO – World Health Organisation	278	397	312	314	351	374	333	369	392	348
UNEP – UN Environment Programme	60	62	82	85	119	115	115	103	130	323
FAO – Food and Agricultural Organisation of the United Nations	89	166	130	147	131	164	130	142	94	220
UNRWA – UN Relief and Works Agency	130	203	167	219	190	235	221	200	183	199
UNOCHA – UN Office of Co-ordination of Humanitarian Affairs	87	187	107	195	139	142	197	196	162	191
ILO – International Labour Organisation	55	52	69	80	81	113	93	88	86	191
UNAIDS – UN Programme on HIV/AIDS	121	131	201	169	162	162	162	162	169	186
UN Women	-	-	-	-	-	16	115	165	147	164
IFAD – International Fund for Agricultural Development	75	75	74	80	97	73	92	83	82	111
UN-HABITAT – United Nations Human Settlements Programme	26	62	66	100	89	101	87	87	93	86
UNESCO – UN Educational, Scientific and Cultural Organisation	40	47	44	51	52	76	64	70	61	83
OHCHR – UN High Commissioner for Human Rights	36	44	51	64	48	35	50	42	47	57
UN – United Nations	13	28	9	20	11	16	29	18	22	49
UNODC – United Nations Office on Drugs and Crime	16	25	25	43	44	52	58	71	54	45
UNIDO – UN Industrial Development Organisation	29	9	32	42	58	47	29	47	31	39
UNDPKO – UN Department of Peace Keeping Operations	-	3	-	1	3	7	9	30	23	36
WMO – World Meteorological Organisation	0	0	-	-	-	2	1	17	12	33
UN Peacebuilding Fund	-	-	-	-	-	-	-	30	31	31
GRID-Arendal	4	12	14	14	21	25	20	23	21	25
Other UN organisations	143	154	293	389	347	466	348	290	247	157
<b>IMF total</b>	<b>26</b>	<b>10</b>	<b>54</b>	<b>10</b>	<b>7</b>	<b>72</b>	<b>65</b>	<b>73</b>	<b>43</b>	<b>204</b>
IMF - International Monetary Fund	16	10	54	-	-	-	-	8	11	192
IMF - PRGF - Poverty Reduction and Growth Trust	-	-	-	-	-	52	50	50	24	-
IMF - PRG - HIPC Trust Fund	10	-	-	-	-	-	-	-	-	-
IMF Tech. Ass. Trust Fund	-	-	1	10	7	20	15	16	8	11



Table 9. Aid to multilateral organisations, by partner. 2004–2013. Millions of NOK										
Organisation	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
<b>World Bank Group total</b>	<b>1 506</b>	<b>2 101</b>	<b>1 828</b>	<b>1 881</b>	<b>2 601</b>	<b>2 610</b>	<b>2 823</b>	<b>2 763</b>	<b>3 063</b>	<b>2 940</b>
IBRD - International Bank for Reconstruction and Development	223	681	447	350	700	801	873	935	1 486	1 142
IDA - International Development Association	667	916	846	816	779	821	954	992	780	922
World Bank	392	415	460	476	876	799	762	532	490	623
IDA - HIPC	222	65	65	167	201	107	107	78	115	96
IDA - MDRI - Multilateral Debt Relief Initiative	-	-	-	50	-	50	57	68	75	84
AMCs - Advance Market Commitments	-	-	-	-	-	-	12	131	84	46
IFC - International Finance Corporation	3	23	10	23	46	31	58	27	34	28
<b>Regional development banks, total</b>	<b>552</b>	<b>591</b>	<b>642</b>	<b>809</b>	<b>871</b>	<b>875</b>	<b>879</b>	<b>789</b>	<b>996</b>	<b>813</b>
AFDF - African Development Fund	346	443	461	488	505	526	533	549	548	555
ASDB - Asian Development Bank	28	47	48	129	143	107	23	62	67	99
ASDF - Asian Development Fund	55	55	55	55	55	60	60	60	60	64
AFDB - African Development Bank	74	6	37	29	113	141	240	34	220	55
Other development regional banks	49	40	42	108	55	41	24	84	101	40
<b>Other multilateral organisations total</b>	<b>854</b>	<b>918</b>	<b>1 174</b>	<b>1 406</b>	<b>1 579</b>	<b>1 665</b>	<b>1 671</b>	<b>1 818</b>	<b>2 201</b>	<b>2 357</b>
GAVI - Global Alliance for Vaccines and Immunization	290	290	416	470	472	463	491	429	606	749
GFATM - Global Fund to Fight AIDS, Tuberculosis and Malaria	125	152	271	301	375	375	375	450	450	450
SCF - Strategic Climate Fund	-	-	-	-	-	-	55	95	210	160
IFFIm - International Finance Facility for Immunisation	-	-	33	32	28	37	128	49	146	146
CGIAR - Consultative Group on International Agricultural Research	78	85	93	81	88	88	98	110	110	128
UNITAID	-	-	-	140	140	140	140	102	130	125
GEF - Global Environment Facility	44	44	44	44	44	44	55	112	106	106
IDEA - International Institute for Democracy and Electoral Assistance	4	4	6	30	22	61	45	51	49	55
NDF - Nordic Development Fund	91	57	53	60	158	152	19	58	44	34
Council of Europe	0	-	2	1	12	11	3	12	15	31
Other multilateral organisations	222	286	257	247	240	295	261	351	335	373
<b>Total multilateral organisations</b>	<b>7 086</b>	<b>9 225</b>	<b>9 151</b>	<b>10 289</b>	<b>11 267</b>	<b>12 105</b>	<b>12 615</b>	<b>12 476</b>	<b>13 266</b>	<b>14 334</b>



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