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Norwegian Peacebuilding Policies: Lessons Learnt and Challenges Ahead



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Norwegian Peacebuilding Policies: Lessons Learnt and Challenges Ahead

Contribution to the Joint *Utstein* Study of Peacebuilding

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1 Introduction

The joint Utstein study of peacebuilding was initiated in 2002. The study focuses on the peacebuilding experiences of four countries – Germany, the Netherlands, Norway and the UK – who together constitute the so-called Utstein group, a framework for cooperation on peacebuilding and development issues. The main element of the study is a survey of peacebuilding activities and projects financed, supported and implemented by the Utstein governments in the period 1997–2001. The project aims to produce policy relevant conclusions, derived from the experience of the four governments, in the form of guidelines for peacebuilding.

During the work with the Utstein study it was agreed that the researchers from each Utstein country should produce a national paper on the peacebuilding policies of their respective country. This paper is the Norwegian contribution.

On 25–26 July 1999, the development ministers from the four countries – Ms Clare Short (United Kingdom), Ms Eveline Herfkens (the Netherlands), Ms Heidemarie Wieczorek-Zeul (Germany) and Ms Hilde F. Johnson (Norway) – gathered at Utstein Abbey in western Norway to discuss future strategies on a number of development issues. Together they identified eleven key issues that needed to be addressed jointly with other countries and international organizations. Among these eleven key issues was the need for: conflict prevention and durable peace settlements; implementation of poverty reducing policies; increased donor coordination; and greater coherence of all policies affecting developing countries.

Peacebuilding as a concept became established in the international vocabulary in 1992 when it was set out in *Agenda for Peace*, a report to the UN Security Council by Boutros Boutros Ghali, then Secretary-General. Since that time a considerable amount of experience has been gathered on peacebuilding in the form of post-conflict reconstruction activities; activities intended to prevent the reoccurrence of conflict

and activities aimed at supporting and paving the way for conflict resolution.

An analysis of Norwegian peacebuilding policies is a demanding task, as little work has been undertaken on this topic earlier, and since the amount of material is enormous. The conclusions of this paper are based on project documentation on nine countries selected by the Ministry of Foreign Affairs (MFA) and Norwegian Agency for Development Cooperation (NORAD) for the Norwegian part of the Utstein survey, and on other written documentation and interviews.

Together the Norwegian MFA and NORAD selected the following nine countries for the survey: Afghanistan, Angola, Bosnia, Cambodia, Guatemala, Mozambique, Rwanda, Sri Lanka and Sudan. The terms of reference required the survey to cover the period 1997–2001. However, it was decided that with regard to Afghanistan only the years 2001 and 2002 needed to be covered, as they were the most relevant. Although each of the Utstein countries selected survey countries according to their own priorities, the selection was also a result of a negotiated compromise between the four Utstein countries. Peacebuilding activities in several of Norway's other development assistance recipient countries are thus excluded from the study, which should be kept in mind, when the results of the survey are interpreted.

This paper, in addition to referring to former Norwegian white papers and central documents on development policies, largely refers to a Norwegian policy paper on peacebuilding and development cooperation in drafted form, and to the MFA's budget for 2003–2004. Although the drafted paper still awaits political approval, its main content is reflected in several speeches given by Hilde F. Johnson, Minister of International Development, and State Secretary Olav Kjørven, *inter alia*, at a joint seminar between Norway and Japan on peacebuilding

and development cooperation, on 25 September 2003.

The intention of this paper is, on the basis of the Utstein survey, to provide a picture of former

trends in Norwegian peacebuilding policies and activities, and to identify lessons learnt and challenges ahead with a view to the future application of the newly formulated Norwegian policies in this field.

2 Peacebuilding Experiences and Policy Formulations

2.1 Former White Papers and the New Norwegian Policy Paper on Peacebuilding and Development Cooperation

The most important and relevant Norwegian white papers active during the period which the Utstein survey covers, 1997–2002, are the following: White Paper no. 19 (1995–96), *En verden i endring* (A Changing World); and White Paper no. 13 (1999–2000), *Hovedtrekk i fremtidig norsk bistand til landene i Sørøst-Europa* (Main Characteristics of Future Norwegian Assistance to the Countries of Southeast Europe). In March 2002, another document was added to this list: *Fighting Poverty: The Norwegian Government's Action Plan for Combating Poverty in the South towards 2015*.

In addition to the white papers, strategies and guidelines have also been formulated on several issues, for example on the role of children in development cooperation; on environmental priorities; and on the role of indigenous peoples in development cooperation. Of particular relevance to the analysis of Norwegian peacebuilding policies are the guidelines and strategies on assistance to individual countries. These will be subject to more discussion later.

White Paper no. 19 reports that a larger share of Norwegian development assistance is now used for peace and democratization processes than earlier. Norway wants to continue this policy. The paper states that the overall goal of Norwegian policies towards the South is to contribute to improvements in the economic, social and political conditions in the developing countries. This goal encompasses several important points, among which are the contribution to peace, human rights and democracy, and the alleviation of human suffering in connection with conflict situations and natural disasters. The white paper also states that humanitarian assistance should take place only for a limited period of time, and that, as far as possible, the main efforts should be targeted at the causes of conflict.

The Norwegian Government's Action Plan for Combating Poverty in the South towards 2015 moves a step further than former documents in describing the close relationship between poverty reduction and conflict. On page 23 it is stated that “the effective reduction of poverty will have a positive effect on the underlying causes of conflict and terrorism. Peace and stability are in turn essential framework conditions for economic and social development.”

The action plan for combating poverty also announces a separate Norwegian strategy on peacebuilding. On page 23 it says that “Norway’s efforts in this field will be presented in a separate strategy for supporting and participating in peacebuilding”.

As a follow-up of this announcement, a Norwegian policy paper entitled “Peacebuilding and Development Cooperation” was drafted in 2002. This paper still awaits political approval, but its main content has, as mentioned, been established as official Norwegian policy in recent speeches by government representatives, and it is of such a high relevance to the Utstein study that it will be referred to in some detail below.

The draft Norwegian policy paper builds on former white papers and on the Action Plan for Combating Poverty in its integration of peace and development policies. It describes the objective of peacebuilding as follows: “The goal of peacebuilding is durable and sustainable peace” (p. 13). The paper emphasizes that the formulation of the peacebuilding objective is based on the *recognition* that peace and security are basic preconditions for any positive development, and that poverty reduction and development often work as investments in preventing conflict and building peace. In her speech on 25 September 2003, Hilde F. Johnson, Minister of International Development, also underlined this relationship, using the following formulation: “Sustainable development promotes peace and sustainable peace promotes development”

The policy paper defines peacebuilding by context and purpose. In the paper it says: “Peacebuilding can contribute to prevent armed conflict from breaking out, it can contribute to create a basis for peaceful conflict resolution while armed conflict is still going on, and, it can contribute to rebuilding society in a manner that prevents violence from recurring after a peace agreement has been reached” (p. 14).

This definition was also underscored by Olav Kjørven, State Secretary, in his speech on 25 September 2003, in which he stated that, “peacebuilding differs from conventional development in that it is explicitly guided and motivated by a primary commitment to the prevention, avoidance and resolution of armed conflict, and the maintenance of sustainable peace”.

In the MFA’s budget for 2003–2004 (Proposition no. 1 to the Storting), the use of this definition of peacebuilding is also established in the section about peacebuilding and development on page 6.

The instruments of peacebuilding policies are defined on the basis of what the MFA considers to be preconditions for peace. What are considered to be obstacles to such preconditions are based on the understanding of what some of the most prominent causes and consequences of armed conflict are:

- High speed political and economic changes
- Increasing socio-economic inequalities and marginalization of vulnerable groups and regions; relative deprivation
- Weak institutions, corruption, lack of human rights and democracy
- Overlap between ethnic, religious, cultural and social cleavages, forced assimilation of minorities, demands for autonomy
- Competition for scarce natural resources such as freshwater and arable land, environmental degradation, disasters

- Competition for easily tradable resources (diamonds, oil, minerals etc) that can contribute to finance long-lasting conflict
- Historical tradition characterized by violence and easy access to arms

Of these different types of causes of armed conflict, Hilde F. Johnson, Minister of International Development, cites in her speech on 25 September 2003 poverty and the struggle over natural resources as the most important.

Based on the need to create the conditions that the Norwegian policy paper points out as essential to attain peace, the instruments for peacebuilding included in the paper are grouped in three dimensions:

- Security
- Political Development
- Social and Economic Development

These dimensions, which State Secretary Olav Kjørven also refers to in his speech, and which also the MFA’s budget for 2003–2004 refers to on page 68, are again divided into the following subdimensions:

Security

- Disarmament, Demobilization and Reintegration (DD&R) of ex-combatants, including child soldiers
- Humanitarian mine-related activities
- Bringing small arms under control
- Security sector reform

Political Development

- Support to political and administrative authorities and structures
- Reconciliation, promotion of non-violent conflict resolution
- Good governance, democracy, human rights
- Support for civil society, including media
- Courts, tribunals and truth commissions

Social and Economic Development

- Lasting solutions for refugees and internally displaced people

- (Re)construction of infrastructure and key public functions
- Social development: education, health
- Economic development: productive sector development, trade, investment

The peacebuilding activities may also be seen in relation to which phase or aspects of armed conflict they are targeted at, whether they are intended to prevent armed conflict from breaking out or recurring, to support conflict resolution, or targeted at handling the consequences of war. Together the instruments listed above cover all aspects or phases of armed conflict, meaning that Norwegian peacebuilding policies are intended to be broad in their contextual approach.

The draft Norwegian policy paper on peacebuilding emphasizes the need to find a common platform in the understanding of and work for peacebuilding internationally. This was also underlined by Hilde F. Johnson, Minister of International Development, and State Secretary Olav Kjørven in their speeches on 25 September 2003. In his speech, Mr Kjørven stated that, “peacebuilding interventions by the international community – beyond humanitarian assistance – must be based on a common platform”.

In this context, the paper stresses the important role the partner country should play in the coordination of the work of bilateral donors, multilateral organizations, and civil society. In relation to this, the paper mentions cross-cutting goals, such as the need to focus on the rights and participation of women and children. The gender perspective is also given much attention in Olav Kjørven’s speech, in which he states that “gender perspectives must be addressed at all stages and levels: during conflict analysis, in needs assessments and PRSP planning, in implementation and evaluation; in conflict prevention, at all steps on the ladder to peace. Much more needs to be done here.”

Finally, it is expressed clearly in the draft policy paper that peacebuilding, where relevant and possible, should take on a regional perspective. Emphasis is also placed on the need for division of labour and the need to make good use of the different actors’ comparative advantages in peacebuilding work.

In this way, the draft Norwegian policy paper follows up on several of the key issues identified for future cooperation by the four European development ministers at Utstein Abbey in 1999, particularly with regard to the emphasis on policy coherence and donor coordination.

2.2 Experiences behind the Norwegian Policy Paper

The Norwegian policy paper reflects a dialectic process where the rich experiences gathered from decades of development cooperation and from Norwegian involvement in former and ongoing peace processes in some of the host countries of Norwegian assistance have resulted in holistic policy formulations that bring development and peacebuilding closely together.

Some of the Norwegian actors involved in these peace processes have stated that an armed conflict in a country had hampered development to such a degree that they saw a pressing need to raise the issue of how to get a peace process on track. One example of this comes from Guatemala, when Norwegian Church Aid (NCA) in 1980–82, a period of massacres and extreme violence, fully realized that peace was essential if they were to achieve anything at all in the country: When, during a visit to the NCA cooperation partners, regional representative Petter Skauen presented a list of ideas for potential projects (including wells, housing, agricultural projects) and asked them about their needs, the answer was “peace, no more violence, no more sudden death”.¹

Long-term commitment to development has been an important reason why Norwegian

1) Interview with Petter Skauen, 2 February 1998.

actors have become involved in a considerable number of peace processes. High-level involvement in several of these peace processes by Norwegian actors has, on the other hand, also brought the focus back to the humanitarian and development needs of the populations concerned. People in the countries in question have expressed their desire to see concrete results of the peace process: to be able to believe in it and continue to support it. This has been reflected in the size and type of Norwegian project portfolios to these countries.

Norway has been involved in peace processes in the Middle East, Guatemala, Colombia, Mali, Sri Lanka and Sudan, and in negotiations between delegations from Haiti and the Dominican Republic. More attention will be given below to the peace processes in Guatemala, Sri Lanka and Sudan, as these are countries included in the Utstein survey.

In Guatemala, Norway played a high-profile role in the process leading up to the signing of the peace agreement in 1996 between the guerrilla movement and the government. Several actors were involved in the peace process. The Lutheran World Federation, represented by Secretary-General Gunnar Stålsett, played a crucial role in bringing the parties together in Oslo, where the first agreement was signed in 1990. The NCA's regional representative, Petter Skauen, who has almost 20 years of experience in Guatemala, was crucial throughout the whole process. Jan Egeland, State Secretary from the Norwegian Ministry of Foreign Affairs, and Arne Aasheim from the Norwegian Embassy in Guatemala also played prominent roles. Through this network of individuals, organizations and institutions, Norway came to play an important role in the Guatemalan peace process, together with the UN and the Group of Friends for the process (Mexico, Spain, Venezuela, USA and Colombia).

Norway has also played an important role in Sudan, both as a provider of humanitarian assistance and as a participant in the peace process. The humanitarian aspect of involvement was

strongest in the beginning, but political involvement later became stronger. A 1997 evaluation report by COWI claimed that the NCA and Norwegian People's Aid (NPA) helped people in need, but that the impact of their work had been minimal in terms of getting the warring parties to seek peace and reconciliation. This has now changed, however. The NCA has been particularly active in the peace process, mainly through Halvor Aschjem, who has long-term knowledge of Sudan, and has been special representative of the Norwegian Ministry of Foreign Affairs in Sudan since 2002.

Norway has primarily been involved in the peace process in Sudan through its leadership in IGAD (Intergovernmental Agency for Development). The current peace process in Sudan was initiated by IGAD in 1993 under the leadership of Kenya, and was supported by Uganda, Ethiopia and Eritrea. Much of the Norwegian economic support for the peace process has been channelled through IGAD's secretariat in Nairobi. Together with Great Britain and the USA, Norway has supported the peace process, and Hilde Frafjord Johnson, Minister of International Development, has in particular been actively involved. A cease-fire agreement between the conflicting parties was reached in October 2002.

Norway also has a high-profile involvement as facilitator of the ongoing peace process in Sri Lanka. From the Norwegian Ministry of Foreign Affairs, State Secretary Vidar Helgesen, former State Secretaries Wegger Strømmen and Raymond Johansen, Special Advisor Erik Solheim, and Norwegian Ambassador to Colombo, Jon Westborg, among others, have been central to the Norwegian effort since Norway was officially requested to facilitate the process in 2000. In 2002, a cease-fire agreement was signed between the parties in the 19-year-old conflict, and negotiations about the substantial issues of the conflict have begun, even though the peace process ran into some difficulties in spring 2003.

After the cease-fire agreement in Sri Lanka was signed in 2002, one of the first pressing issues

that was taken up during the first six sessions of negotiations was the humanitarian situation and the situation of the internally displaced. Acknowledging the pressing humanitarian and reconstruction needs in the war-affected areas, the parties established the Sub-Committee on Immediate Humanitarian Rehabilitation Needs (SIHRN). While the SIHRN has been suspended, the parties continue to seek effective means of cooperating on identifying and implementing assistance projects for the war-affected areas. This shows how clearly the success of a peace process is linked to concrete results and a satisfaction of humanitarian needs and development.

The parties and the donors are aware not only of the general link between the peace process and the satisfaction of humanitarian and development needs, but are focused on establishing mechanisms for cooperation between the parties and with the donors to target assistance to effectively support the peace process. In this context, key issues for the parties, for Norway as the facilitator, and for Norway and other countries as donors, include contributing to a rapid peace dividend that helps sustain support for a protracted peace process. Another key issue in the peace process and for donors is to establish ownership by, and cooperation between, the negotiating partners on assistance to conflict areas, in order for the assistance to support rather than complicate the positions of the parties and the political negotiations.

The Norwegian policy paper on peacebuilding and development was drafted in 2002, at a time when the Norwegian experiences as facilitator of the peace process in Guatemala had been gleaned, and at a point when Norway had also become involved in the peace processes of Sri Lanka and Sudan.

The draft policy paper reflects these experiences. It reflects the fact that Norwegian involvement has moved from development cooperation to a high level of involvement in peace processes, which together with a renewed focus on the need for long-term development, has attracted more attention to the

need for peacebuilding, and to the close relationship that exists between development and peacebuilding. In order to prevent armed conflict from breaking out or recurring, and in order to pave the way for conflict resolution and to contribute to post-conflict reconstruction, the draft policy paper lists several instruments or dimensions of peacebuilding, covering socio-economic aspects, security aspects, political aspects and the need for reconciliation at different levels.

However, future implementation of the goals and intentions of the Norwegian policy on peacebuilding and development depends on a set of factors, such as the institutional framework, the development of country and regional approaches, and the work in the field at the programme and project level. In the following sections, an overview of the main characteristics and future challenges for these factors will be given.

2.3 Institutional Framework: the MFA and NORAD

The historical division of labour between NORAD and the MFA has been: between NORAD's traditional long-term development cooperation and the MFA's humanitarian assistance and assistance for conflict resolution and post-conflict reconstruction. Another important division between the two agencies has been that bilateral development cooperation has mainly been administered by NORAD, whereas multilateral assistance has mainly been administered by the MFA. Both NORAD and the MFA have channelled considerable amounts of their assistance through Norwegian and international NGOs.

In 2002, budget line no. 162.70 was introduced. The new budget post, entitled *transitional assistance*, is aimed at covering assistance to countries and areas recovering from conflict and natural disasters. Transitional assistance was introduced against the background of difficulties in finding resources for this type of development cooperation; institutionally and financially it fell between the traditional long-term develop-

ment assistance and the more short-term humanitarian assistance. Experiences from the field revealed that the time-span between the withdrawal of humanitarian assistance from a country, and the initiation of long-term development cooperation, was often too long. A flexible system of financing was therefore needed to reward and support active peace processes and reconstruction work.

The introduction of transitional assistance also represented a realization of one of the visions of the Utstein group. In the press release issued at the first meeting of the Utstein countries' development ministers in 1999, emphasis was, as mentioned, put on eleven key issues where the donors needed to focus their attentions. The institutional and financial gap in development cooperation represents one of these issues;² "Closing the institutional and financial gap between humanitarian assistance and long-term development cooperation is vital. Too often neglect of development needs leads to new conflicts and humanitarian catastrophes."

Spending on transitional assistance in 2002 totalled NOK 345 million, with Afghanistan as the major recipient (NOK 90 million), followed by D.R. Congo with NOK 53 million. (The transitional assistance to D.R. Congo also encompasses regional projects in the Great Lakes area). Other recipients were Sudan, Burundi, Rwanda, Sierra Leone, Sri Lanka, Somalia, Angola, Eritrea, Guatemala, Madagascar and Pakistan.

The constitutional responsibility for transitional assistance lies with the Minister of International Development. The Department for Bilateral Affairs of the MFA has the overall budget responsibility, while NORAD administers the funds, and is consulted in the drafting of the budget. With regard to Guatemala, Sierra Leone, Madagascar, Sri Lanka, Angola, Eritrea and Pakistan, all decisions about support by the MFA in 2002 were taken on the basis of NORAD's recommendations, whereas the MFA

was mainly responsible for the dispositions in Afghanistan, Sudan and the Great Lakes area.

One of the most important effects of the introduction of the transitional assistance budget line was that Norway was immediately able to support the new interim government in Afghanistan with economic resources. Transitional assistance has to a limited degree also been used to support and stabilize the peace process in Sudan. The Norwegian experience with the transitional assistance arrangement has created considerable international interest and recognition, as few other countries have similar arrangements. Linked to this, NORAD has taken an active part in the dialogue with several UN agencies and has presented its views in the UNDP and the UNHCR with regard to work and coordination of the multilateral system in situations of transition.

The majority of the transitional assistance has been channelled through the UN (particularly the UNDP) and the World Bank. In 2002, their share totalled 76 per cent. The remaining 24 per cent has been channelled through Norwegian and international NGOs. Among the Norwegian NGOs, the NCA has been the most important. In 2002, the NCA received 7 per cent of the total budgeted resources; the Norwegian People's Aid (NPA) 4 per cent; and the Norwegian Refugee Council (NRC) 3 per cent.

The type of assistance, whether long-term development cooperation, humanitarian assistance or transitional assistance, does not of course indicate that programmes or projects sorted under this type of assistance, per definition, may be termed peacebuilding. That depends on the goals, context and specific character of the programmes/projects. On the other hand, peacebuilding projects may be identified within any of these categories of assistance. Because of this, there is no particular department or section that may be said to have the sole responsibility for the administration of peacebuilding programmes/projects in gen-

2) Royal Norwegian Ministry of Foreign Affairs, 1999. Press Release. "Four Development Ministers on a Common Course". Utstein Abbey, Norway 26 July.

eral, and it is necessary to analyze the overall administration of development cooperation to reach an understanding of how the different types of peacebuilding programmes/projects have been formed.

The Department for Development Cooperation Policy is responsible for the general and more holistic processes within Norwegian development policy, including peacebuilding. It has a planning and coordination function for development policy and strategic issues. It is also responsible for Norway's work in the OECD's Development Assistance Committee (DAC), where an important debate on donor coordination is currently taking place.

The Department for Development Cooperation Policy finances research and support for the private sector in developing countries, and supports HIV/AIDS programmes/projects in coordination with NORAD. It also provides support for international NGOs.

In 2002, the MFA's Department for Human Rights, Humanitarian Affairs and Democracy established the Unit for Peace and Reconciliation, with the intention of gathering the lessons learnt from Norway's earlier involvement in peace processes, and with a special view to gathering the Norwegian efforts in the Sri Lankan peace process in one place. Two people, within this section, work exclusively with Sri Lanka, whereas two people work on generic issues and peace processes in general.

The Department for Human Rights, Humanitarian Affairs and Democracy also directly finances assistance for peace and reconciliation. In addition, it finances humanitarian assistance and assistance for human rights and democracy. This includes assistance for programmes and projects within the security sector, such as demobilization and demining, and also assistance to refugees, a large share of which is channelled through the UNHCR.

The Security Policy Department's Section for Global Security Issues and Nuclear Safety has responsibility for disarmament, demobilization and reintegration of ex-combatants (DD&R) and joint responsibility for security sector reform (SSR) with the Department for Development Cooperation Policy.

The majority of the development assistance channelled through the UN and the international financial institutions (IFIs) is financed from the budget of the Department for Multilateral Affairs. This department has responsibility for UN matters in general: the General Assembly; the Security Council; ECOSOC; and for issues sorted under the special agencies of the UN, such as the UNDP, UNICEF and the WHO. The department is also responsible for policies related to the IFIs.

The Department for Bilateral Affairs is divided into four regional sections: Asia; Africa; Latin America; and the Middle East. These sections have an overriding responsibility for Norwegian policies towards individual countries in each region, and thus also for peace and reconciliation issues in these countries (the Sri Lankan peace process has been an exception here). The Department for Bilateral Affairs has responsibility for drawing up policy guidelines for each individual country, although these can take on different forms. For some countries, these guidelines are elaborate (for example a new strategic framework for Angola for the period 2003–2005),³ whereas others have policies that are more process-oriented (for example Sudan). The department does not directly finance programmes/projects, but has budget responsibility for transitional assistance and for development assistance administered by the regional departments within NORAD. However, the department has financed consultant services and seminars related to peace processes, for example with regard to Sudan.

The Department for Bilateral Affairs in many ways represents the most direct link between

3) Royal Norwegian Ministry of Foreign Affairs. *Strategic Framework: Angola 2003–2005*.

the MFA and NORAD. At NORAD, long-term development assistance is mainly financed by the regional departments' budgets: the Regional Department for Latin America, South Eastern Europe and the Middle East; the Regional Department for Asia; the Regional Department for Southern Africa; and the Regional Department for Central Africa. Some development assistance is also financed through the budgets of the Department for Civil Society and Private Sector Development.

Having recognized the close relationship between peace and sustainable development, NORAD's Technical Department established at the beginning of 2002 a new position for a technical adviser, covering peacebuilding among other issues. The purpose of creating this position was first of all to gather information from peacebuilding experiences in the field. For NORAD, it was also important to analyze and discuss the challenges due to changes and political crises occurring in countries where Norway is already involved with development assistance. The intention is to identify ways of meeting these problems in a manner that can facilitate peaceful solutions.

Depending on the type of development assistance given, there is a pattern with regard to which countries receive most of their assistance from which agency. The total overview of annual projects in the "tiltaksliste" (project portfolio) shows that there is a pattern with regard to which of the Utstein survey countries have received most support from the MFA and which from NORAD. A look at the nine survey countries in the period 1997–2001 shows that the MFA in total financed the majority of the projects in Afghanistan, Bosnia, Rwanda and Sudan, whereas NORAD financed the majority of the projects in Guatemala, Cambodia, Angola, Mozambique and Sri Lanka. This pattern has been persistent for almost every single year in the period. The highest number of MFA-financed projects in the period 1997–2001 has been to Bosnia (327), and the highest number of NORAD-financed projects has been to Sri Lanka (1090). This means that there are an extremely high number of small

projects in Sri Lanka. However, the relative numbers of NORAD-financed projects in Rwanda, Sudan, Bosnia and Afghanistan have increased considerably towards the end of the period.

2.4 Country and Regional Approaches

The nine countries selected for the Norwegian part of the Utstein survey play different roles in Norwegian development cooperation. Mozambique is a *main development cooperation partner* (hovedsamarbeidsland), as was also the case with Sri Lanka up until 2001. However, Sri Lanka, Guatemala and Angola currently come under the heading of *other development partner countries* (andre samarbeidsland). The cooperation with Cambodia also came under this heading during the first part of the Utstein survey period (1997–2002), but the phasing out of Cambodia's development assistance under this arrangement took place during the last part of the period. Norway has long-term development cooperation with the main development partners and long- to medium-term cooperation with other development partner countries.

The four remaining countries (Sudan, Afghanistan, Rwanda and Bosnia) have mainly received development assistance under so-called global arrangements: humanitarian assistance; assistance for democratization and human rights; assistance for peace and reconciliation; and/or transitional assistance. In addition Mozambique, Angola, Guatemala, Sri Lanka and Cambodia have also received some of this assistance. Development assistance to Bosnia has been financed over a special budget chapter post (71) (under global arrangements) for reconstruction of former Yugoslavia/ the Balkan area.

For the main development cooperation partners, such as Mozambique, the procedure is to develop a memorandum of understanding (MOU) between Norway and the government in the recipient country. An MOU with Mozambique was developed for the period 1997–2002: to "contribute towards sustainable economic growth which particularly benefits

the poor segments of the population”.⁴ The MOU also identified the “main challenge in the development cooperation between Mozambique and Norway” to be “continued political stability and advance in the field of democracy and human rights while improving security and living standards for the poor”. In 2002, a new MOU with Mozambique was signed,⁵ where the overall goal was still to reduce poverty. Guaranteeing peace, democracy, national unity and stability is also mentioned as one of the priorities in the government of Mozambique’s plans, although it is not explicitly mentioned as a goal or challenge in the cooperation with Norway.

In general, country strategies or guidelines are also developed for host countries under the heading of *other development partner countries*. With regard to Sri Lanka, Norway has been giving development assistance since 1977, but did not develop a country strategy until 1987. This strategy emphasized traditional development cooperation policies. New guidelines for development assistance to Sri Lanka were developed in 1998,⁶ however, and these paid much more attention to the armed conflict. The guidelines were also relatively flexible, giving room for adjustments to the assistance based on developments in the conflict. The overall goal for development cooperation with Sri Lanka is still the improvement of economic, social and political conditions as stated in White Paper no. 19. The strategy entails a series of different measures, but it stresses the need to concentrate the assistance particularly on efforts to alleviate human suffering, support peace and reconciliation, human rights, democracy and economic development.

Norway has been giving development assistance to Angola since the early 1980s, initially based on regional cooperation and the building up of SADDC. Because of the civil war in the country,

most development assistance has been channelled through Norwegian NGOs and multilateral organizations; it has been difficult to develop a stable long-term strategy because of the repeated breakdowns of cease fires and agreements. However, the new cease-fire agreement between the government and UNITA, signed on 4 April 2002 after 27 years of armed conflict in the country, represents hope and has opened up new perspectives. Thus, a Norwegian strategy for development cooperation with Angola for the period 2003–2005 was produced last year. The strategy states that the overriding goal of Norwegian development cooperation with Angola is to contribute to lasting and stable peace, based on national and regional security; democracy and good governance; resource management that promotes poverty eradication; and sustainable social and economic development. It is stated that Norway’s development cooperation with Angola will be based on the Millennium Development Goals, the Norwegian Government’s Action Plan for Combating Poverty in the South towards 2015, and Angola’s interim Poverty Reduction Strategy Programme (PRSP).

In the strategy, emphasis is given to the role of Angola in contributing to regional stability, first of all through the demands placed on Angola as a member of the UN Security Council 2003–2004, and as the chair for SADC for 2003. The need for Angola to normalize its relations with neighbouring countries is underlined, *inter alia*, through agreements on organizing voluntary repatriation from Zambia, Namibia and the Democratic Republic of Congo (DRC). It is also pointed out that Angola is in a good position to make a contribution to the peaceful resolution of the conflict in the DRC, “as was shown, for example, by its involvement in the agreement between Uganda and the DRC in August 2002, regarding the withdrawal of Ugandan forces from the DRC”.⁷ In spite of the enormous chal-

4) *Memorandum of Understanding between the Government of the Kingdom of Norway and the Government of the Republic of Mozambique on Development Cooperation*, 1997.

5) *Memorandum of Understanding between the Government of the Kingdom of Norway and the Government of the Republic of Mozambique on Development Cooperation*, 2000.

6) Utenriksdepartementet, 1998. *Retningslinjer for utviklingssamarbeidet med Sri Lanka*. Oslo, 1998.

7) Royal Norwegian Ministry of Foreign Affairs, 2002. *Strategic Framework: Angola 2003–2005*, p. 6.

allenges facing post-conflict Angola, and the country's potential positive role in regional stability, the strategy states that "there are no plans for development cooperation beyond the medium-term, as Angola is presumed to have sufficient economic resources of its own in a long-term perspective".⁸

In the case of Cambodia, guidelines were developed in 1999. The main emphases for assistance to Cambodia have been human rights, democracy, social sector development and humanitarian assistance. As of 2002, Cambodia has been removed from the list of other development partner countries. This assistance will be phased out over a period of 3–4 years, but Cambodia may still receive assistance through global arrangements.

Norwegian NGOs have worked in Guatemala since the 1976 earthquake. Development assistance to Guatemala has mainly been channelled through multilateral organizations, Norwegian NGOs and local Guatemalan organizations. Assistance to Guatemala increased considerably during the peace process between 1991 and 1996, and particularly from 1994 onwards. Up until the signing of the peace agreement in 1996, development cooperation with Guatemala was particularly short-term and process-oriented, and was characterized by flexibility. However, the country strategy for 1997–2000 builds on the broad-based peace agreement from 1996.⁹ The main goal for Norwegian development assistance in this period was to contribute to the consolidation of the peace process and the strengthening of the democratic process in the country through assistance to the implementation of the peace agreement (with its many subsidiary agreements).

New guidelines for development cooperation with Guatemala were developed in 2001, covering the period 2001–2003.¹⁰ The overall goal is the same, but assistance is concentrated in particular on issues in the peace agreement where

more work remains: justice reforms, democratization, and the rights of the indigenous population. The strategy informs us that assistance to Guatemala in this period will be kept at about 80 per cent of the earlier level, and that the future level of assistance to Guatemala will be decided through an evaluation of Norwegian development cooperation with Guatemala in 2002.

For those countries that receive most of their development assistance through the global arrangements, strategies exist only for some of them, and assistance is more *ad hoc* as it is short- to medium-term, and sometimes very unpredictable (humanitarian assistance). No guidelines have been produced, for example, for the provision of assistance to Sudan, which has been more process-oriented.

In 2001, a strategy for Norwegian support for peacebuilding in the Great Lakes' region was developed. Development assistance to Rwanda has mainly been humanitarian assistance, targeted at improving the humanitarian situation in the country, and transitional assistance. A revised internal strategy covering, inter alia, Norwegian support for peacebuilding in Central Africa has been completed, and is currently being implemented.

Guidelines for providing assistance to Afghanistan were developed in 2002, covering the period 2002–2004. The main goal for Norwegian assistance to Afghanistan is to contribute to peace and sustainable development with a focus on the eradication of poverty. The assistance is further aimed at contributing to stable governance based on democratic principles and respect for human rights. Much of the Norwegian support to Afghanistan (transitional assistance) has gone to the Afghan Interim Authority Fund (AIAF) and the Afghanistan Reconstruction Trust Fund (ARTF), in the form of budget support, and has been administered by the UNDP and the World Bank respectively.

8) Royal Norwegian Ministry of Foreign Affairs, 2002. *Strategic framework: Angola 2003–2005*, p. 2.

9) Utenriksdepartementet, 1997. *Guatemala: "Fra fredsforhandlinger til fredsprosess". Forslag til innretning på norsk bistandssamarbeid med Guatemala 1997–2000*.

10) Utenriksdepartementet, 2001. *Nye retningslinjer for bistand til Guatemala for perioden 2001 tom 2003*.

Flexibility has been important in the Norwegian strategy for Afghanistan. Therefore, the guidelines for providing assistance to Afghanistan were updated in 2003, including information about which sectors will be prioritized in Norwegian assistance in accordance with the interim government's own budget and priorities. These sectors are education; the sector for public administration; and the sector for livelihoods and social protection. In addition to this, Norwegian assistance to Afghanistan also focuses on crosscutting issues, such as human rights, including women's and children's rights, and democratization. The Afghan government has asked the donors to concentrate their development assistance on a limited number of programme sectors, to allow Afghan ownership of the process, and better coordination between the donors. These are important determinants of the Norwegian strategy for Afghanistan.

A strategy for development cooperation with Bosnia-Herzegovina was produced in June 2001. The strategy has a regional approach with emphasis on the role of the Stability Pact for Southeast Europe. The main goal is to contribute to peace and stability in the country, regionally and through long-term development activities. The instruments used to reach these goals are support for good governance, democracy and human rights, contribution to sustainable development and contribution to the development of a modern and "inclusive" education system. According to the strategy, Norwegian assistance "shall be in line with national goals and priorities as they are defined by the authorities' development plans, such as Economic Development Strategy (EDS) and Poverty Reduction Strategy Paper (PRSP)."¹¹

2.5 Norwegian Embassies: Plans of Activities and Reporting

The Norwegian embassies in the development cooperation partner countries produce annual

activity plans for development cooperation within their respective countries, and report back home on the success of last year's plan. These reports constitute the most important documents for NORAD in its year-to-year work with individual countries. In addition, the reports contain analyses of the political situation in these countries, and point out the main challenges ahead for development cooperation.

The activity plans are based on Norway's main political priorities for the countries in question, formulated in former white papers and other relevant documents. Some of the activity plans are particularly clear in pointing out that peace-building is the primary priority of Norwegian development assistance policies in that country. The plans of activity from the embassies in Guatemala and Sri Lanka are clear examples of this. The main challenge for Sri Lanka has for several years been described as "to contribute to peace and reconciliation between ethnic groups, and to bring the conflict to an end"¹². Second to this is "to contribute to respect for human rights and democratization in Sri Lanka". Likewise, in the plan of activity for Guatemala, "the primary goal of Norwegian aid to Guatemala is to contribute to the peace and democratization process in the country through continued support to the implementation of the Guatemalan peace agreement"¹³.

The reports from the embassies in general inform about successful outcomes of many development assistance projects, but they also point out some fundamental challenges that deserve political attention; for example, the Guatemalan Embassy in 1999 raised the question about the sustainability of local NGOs working for human rights and democracy in Guatemala. Will these survive without international support, and, if not, should it be a criterion for assistance to these organizations at the outset? The parallel is drawn to Norway, where only a few organizations can actually be said to be strictly economically sustainable.

11) Utenriksdepartementet, 2001. *Strateginotat for utviklingssamarbeidet med Bosnia-Hercegovina*, p. 9.

12) I refer here to annual activity plans for Sri Lanka from 1999 onwards, and the quotation is from the activity plan for 2002-2004: *Ambassaden i Colombo: Virksomhetsplan for bistandssamarbeidet 2002-2004*, p.2.

13) Annual Activity Plan for Guatemala 2002-2004: NORAD: *Virksomhetsplan 2002-2004*, p. 10.

In general, the annual activity plans benefit from, and compensate for, the flexibility of the country strategies, such as in the Sri Lankan case. The Sri Lanka strategy has been open and process-oriented with regard to the development of the conflict in the country.

The recent activity plans for Sri Lanka reflect that Norway has taken on an important role in the country's peace process; the recommended focus and activities supported in the activity plans are thus also targeted at supporting the general peace process.

3 Norwegian Peacebuilding Practices

3.1 A Survey of Peacebuilding Projects in Nine Recipient Countries of Norwegian Development Assistance: Main Observations and Tendencies

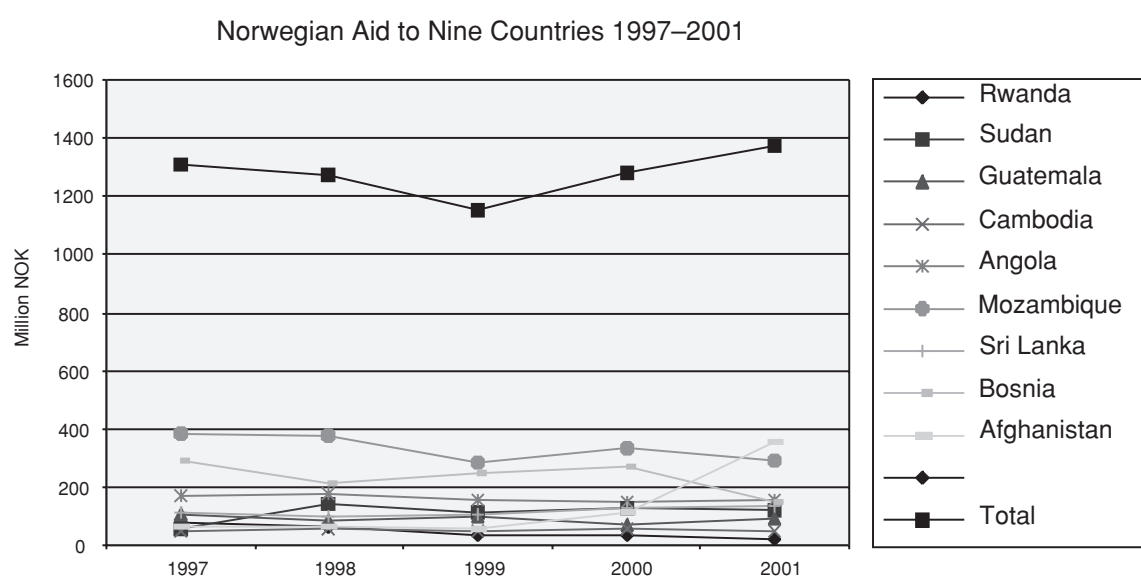
In this paper the main conclusions about Norwegian peacebuilding activities are drawn on the basis of the Norwegian part of the Utstein survey. The paper seeks to identify important trends and patterns in types of activities at, in general, the project level and, in particular, within each of the nine countries selected for the Norwegian part of the Utstein study. To understand how the projects have been carried out, one must be aware that it has also been necessary to focus on the channels of development assistance, how these have performed, what kind of division of labour there is between them, whether this division of labour seems to work well, and how they eventually cooperate.

One important way of learning about the impact of peacebuilding projects is by looking into

reports and evaluations at the project and programme level. Therefore, this paper also pays considerable attention to reports, evaluations and evaluation routines.

Before delving into the results of the survey, however, it may be useful, as a point of departure, to give an overview of the total amount of Norwegian development assistance to the nine survey countries in the period 1997–2001. Diagram 1 below shows that there was a decrease in the total amount of annual assistance to the nine countries around 1999, whereas the total amount of annual assistance increases again towards 2001. The decrease in 1999 is mainly caused by a decline in assistance to Mozambique, whereas the increase towards 2001 is mainly caused by a sharp increase in assistance to Afghanistan. The diagram also shows that Mozambique, which is a main development cooperation partner for Norway, received the most assistance out of all of the nine survey countries during this period, but in 2001 Afghanistan topped the list.

Diagram 1



The terms of reference required the survey to cover the period 1997–2001. However, it was decided that with regard to Afghanistan only the years 2001 and 2002 needed to be covered, as they were the most relevant. The terms of reference also emphasized that selected projects needed to have a stated peacebuilding intention, either in the formulation of the aims of the project or in the contained background documentation. Finally, projects were required to fit into one of the four peacebuilding categories defined for the survey: security, political, socio-economic or reconciliation (see appendix for explanation and for sub-classifications). The categories are not exhaustive, however, which means that they do not cover all potential types of peacebuilding activities. The implications of this are that the projects selected for the survey are not necessarily representative of all potential types of peacebuilding activities.

Based on these criteria, 122 projects were selected for the Norwegian part of the survey, divided among the countries as follows:

Afghanistan:	15 projects
Angola:	12 projects
Bosnia:	12 projects
Cambodia:	11 projects
Guatemala:	20 projects
Mozambique:	14 projects
Rwanda:	11 projects
Sri Lanka:	17 projects
Sudan:	10 projects

It was easiest to identify clearly defined peacebuilding projects in Guatemala and Sri Lanka, which is reflected through the high number of projects selected from these two countries. This indicates that in the countries where Norway has played an important role in the peace process, there is also a relatively high awareness of the need for peacebuilding at the project level.

Before the selection of projects for the survey, a distribution of the total number of projects according to their DAC codes was made for each country, to establish a rough pattern of potential tendencies in types of dominating peacebuilding activities. Based on these patterns, a group of projects from each country was selected for further archive material reading. Finally, the projects that were in accordance with the selection criteria in the terms of reference were kept for the survey.

Diagram 2 below shows the distribution of total survey projects by category of peacebuilding activity. As seen from the diagram, the majority of the projects are of a socio-economic character, whereas the second largest category of projects falls within the political category, followed by reconciliation. The number of security projects is much lower than those of the other categories.

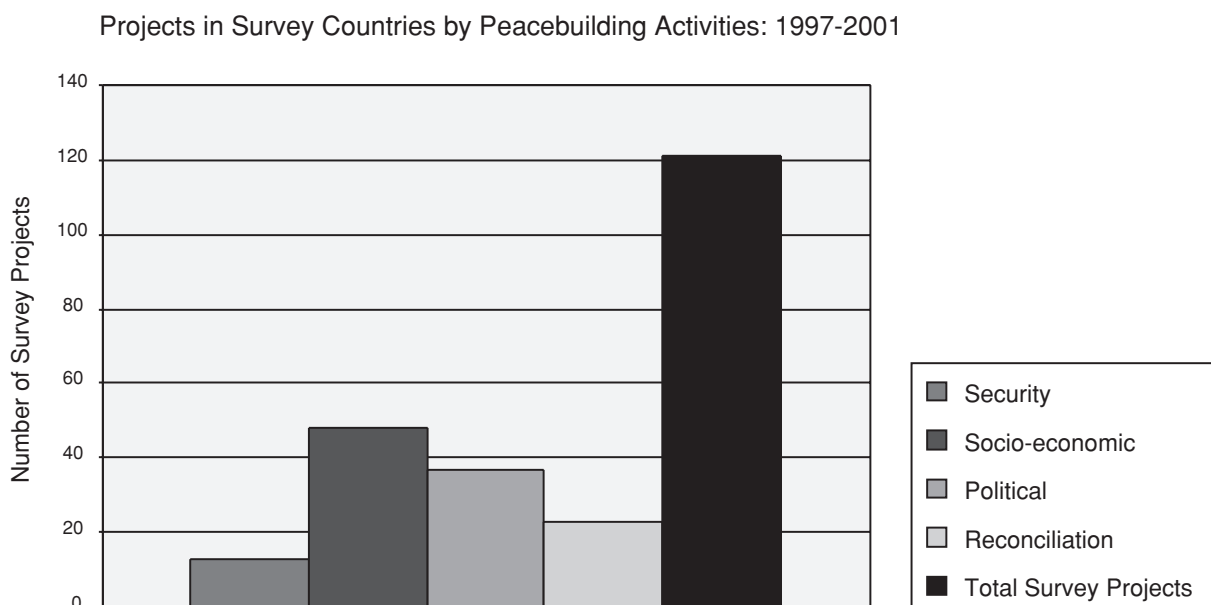
Diagram 2

Diagram 2 is based on the *number* of projects, not on the projects' budgets or actual spending. An effort to compile information about money spent on each sector covered by the survey projects, in the period 1997–2001, proved to be too complicated for several reasons. Some projects had begun before the survey period and others continued beyond it. Furthermore, for some projects only information about the budget is available in the files, whereas for other projects there is information about actual spending.

However, some financial trends can be identified from archive information on the survey projects: few of the security projects have a budget (or actual expenditure) of less than NOK 5 million, and several of them are worth NOK 40–50 million. Many of the socio-economic projects in the survey are also quite large in financial terms, between NOK 5–10 million, and several of them are worth about NOK 30–40 million. The political and reconciliation projects on the other hand are smaller. The majority of these projects are around NOK 1 million. However, some of the projects within the political category of activities are also worth NOK 5–10 million.

This means that in financial terms the security projects are somewhat more important in Norwegian peacebuilding policies than that indicated by the total number of such projects. It also means that the socio-economic projects are dominant both in terms of their number and their economic size.

Below, diagram 3 shows the distribution of peacebuilding activities by survey country. There is a quite large variation among the nine survey countries in this regard. We were able to identify most reconciliation projects in Sri Lanka, followed by Sudan and Rwanda. No reconciliation projects were identified in Mozambique.

A particularly large number of political projects were found in Mozambique, followed by Guatemala and Cambodia. All countries have a large number of socio-economic peacebuilding projects, but Mozambique had the fewest. The largest number of security projects was identified in Afghanistan and Cambodia, whereas Rwanda and Sri Lanka had none.

The tendencies in types of activity supported in each country can partly be explained by the phase of armed conflict that the country has

been in during the period 1997–2001. Some conflicts had been resolved or settled before this period, while others were still going on. Thus, with a recent cease-fire negotiated, but still no

final peace agreement, in Sri Lanka, it is only natural that there have been few demining projects (or security sector reform projects) so far.

Diagram 3

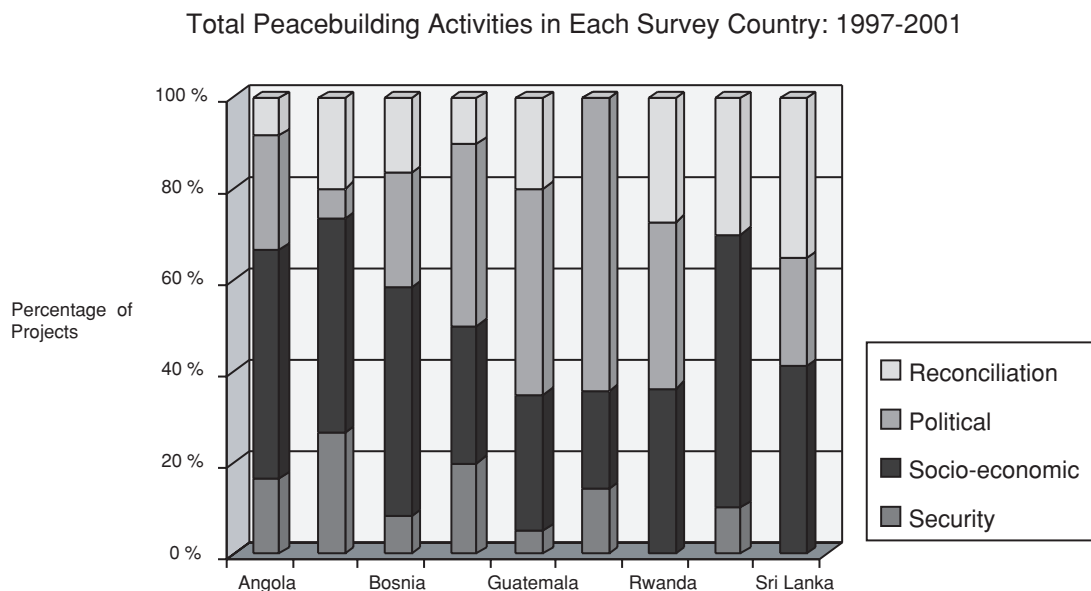


Diagram 3: The columns without country names are in chronological order after Angola: Afghanistan, Cambodia, Mozambique and Sudan.

The project readings reveal that among the four main categories of peacebuilding activities, there are variations with regard to how clearly defined their peacebuilding goals are: of the 122 projects, the reconciliation and political projects have the most clearly defined peacebuilding intentions. The socio-economic projects are least clearly defined, and sometimes even vague. Although the draft Norwegian policy paper on peacebuilding and development cooperation and the speeches held on 25 September 2003, by Hilde F. Johnsen, Minister of International Development, and State Secretary Olav Kjørven, placed heavy emphasis on the relationship between development and peacebuilding, the awareness about this thus seems to be relatively low at the project design level.

3.2 Peacebuilding Activities and their Channels

In general, the projects that Norway supported in the nine countries during the survey period were well spread across a broad range of activities within the political and socio-economic sectors, and encompassed different forms of reconciliation efforts. However, the great majority of the projects within the security sector were humanitarian mine action (HMA) projects.

Norway supported a particularly large number of HMA projects in Afghanistan during this period, and also quite a few in Angola, Cambodia, Mozambique and Bosnia. The HMA activities included support to mine clearance programmes, landmine education and mine

awareness building, and integration and rehabilitation of mine victims. Most of the Norwegian support for HMA in Afghanistan has been channelled through UNOCHA, with a large variety of implementing partners. The support for HMA projects in Mozambique, Cambodia, Angola and Bosnia was channelled through the NPA and the UNDP, and in Angola exclusively through the NPA. Thus, the NPA stands out in particular among the Norwegian NGOs as being strongly involved in these types of projects.

The only other types of Norwegian-supported peacebuilding projects within the security sector, identified through this period, were one project of assistance for reconstruction and training of the Afghan police force, and one project in support of demobilization and rehabilitation of child soldiers in Sudan. Norway thus seems to have supported few other projects of demobilization, security sector reform or small arms control in the selected countries during the survey period.

Norwegian support for peacebuilding projects within the socio-economic sector was, on the other hand, spread across a larger range of activities than is the case for the security sector. The majority of these projects consisted of assistance to sustenance and/or repatriation of refugees and IDPs, many of which were in Angola and Guatemala. Second in importance were projects consisting of investment in primary education and basic health services. The majority of these projects took place in Sudan, followed by Afghanistan and Angola. Norwegian support was also given to quite a few reconstruction and rehabilitation projects, particularly in Sri Lanka.

The support for IDPs and refugees in these countries was channelled through UNHCR; the NCA and the NRC; Save the Children Norway in cooperation with LAG-Bergen; and the NPA. Projects of assistance for basic health and primary education were mainly channelled through the NCA, the Norwegian Afghanistan Committee (NAC), the NPA, and Médecins Sans Frontiers.

The reconstruction and rehabilitation projects encompass a wide spectrum of issues, such as reconstruction and rehabilitation of housing facilities, sanitation systems, local infrastructure, school buildings, roads and irrigation systems. The ICRC and FORUT have been the most important channels for support to such activities in Sri Lanka.

In general there is no particular pattern with regard to the channels of development assistance within the socio-economic sector. The picture is more mixed. However, many of the projects of the Norwegian NGOs, NRC, Red Cross and Save the Children fall within this domain, which contains several projects aimed at giving humanitarian assistance to refugees, including help for their return, and projects that also are intended to strengthen the human rights of refugees and of children in particular.

Most of the support for projects within the political sector has gone to democratization projects, but assistance to several projects in support of human rights, good governance and institution building has also been given by Norway during the survey period.

The majority of the democratization projects were identified in Mozambique, followed by Guatemala and Sri Lanka. These projects encompass a wide spectrum of activities, such as support to the observation of pre-election registration processes, observation of presidential and parliamentary elections, assistance to local elections, and the strengthening of democracy through the development of the media. In Guatemala, Norway also supported a project on the role of women in the consolidation of democracy, and a project on local democracy from a Mayan perspective.

The majority of the democratization projects have been channelled through research institutes in the partner countries, such as the Centre for Policy Alternatives in Sri Lanka, IEPADES and CISMA in Guatemala, and PRIGOLO and UCM in Mozambique, as well as through UN agencies such as the UNDP and UNESCO, and also through the OAS and the

IADB. The Norwegian Institute of Human Rights has also been involved in several of these projects in cooperation with the NRC.

With regard to the Norwegian projects within the reconciliation category, a majority of these consist of some form of support for bridge-building in society. Norway has also supported several dialogue projects at the grassroots level. In addition to these, three projects in support of truth and reconciliation were identified in the selected countries during the survey period, and one dialogue project at the leadership level.

Most projects in support of bridge-building in society were identified in Sri Lanka, and, after that, in Afghanistan and Sudan. On the other hand, the majority of the dialogue projects at the grassroots level were identified in Rwanda, followed by Bosnia and Sudan. Two projects in support of truth and reconciliation took place in Guatemala and one in Cambodia.

The support for projects of bridge-building in society, in Sri Lanka, has been channelled mainly through the Sri Lankan National Peace Council (NPC), but also through organizations such as Caritas, the Church of Norway's Council on Ecumenical and International Relations, and the Buddhist Association in Sri Lanka. In Sudan and Afghanistan, several of these projects were channelled through the NCA.

With regard to the dialogue projects at the grassroots level, several of these were channelled through the NCA in Rwanda and Afghanistan, and through CARE and the NPA in Bosnia.

In general, the Norwegian NGO the NCA has been the channel for many reconciliation projects in the nine survey countries. The NCA has also played an important role in the peace process in Sudan.

Support for dialogue at the leadership level is, for several reasons, under-represented among the survey projects. Much of the information on Norwegian assistance to the peace processes in

Sri Lanka and Sudan is not yet official and/or is stored in the respective Norwegian embassies of these countries. Much of the support for such activities in Sudan has been channelled through IGAD (Intergovernmental Agency for Development). In addition, Norwegian support for the peace process in Guatemala took place in the years before the survey period.

3.3 Project Evaluations

In order to learn something about how the projects have performed, reports and evaluations are important sources of information. Of the 122 projects included in the survey, 25 (20.7 per cent) had been subject to external evaluation. This indicates that the general level of external project evaluations in Norway is high. A certain pattern could also be identified with regard to which types of activities, and which types of channels for development assistance, were most frequently evaluated:

Evaluations and Category of Activity

6 of socio-economic projects	(12.5 %)
7 of political projects	(19.0 %)
6 of reconciliation projects	(26.1 %)
6 of security projects	(46.2 %)

The relative share of the evaluations of socio-economic projects is low. In addition, three of the projects evaluated in this category only had a budget of between NOK 1–5 million, whereas the remaining three covered projects of more than NOK 30 million. Given the large financial investments in the socio-economic sector, there is a need to encourage evaluations of more of the expensive projects in this category.

With regard to channels for development assistance, the evaluations also revealed a certain pattern, which represents some challenges for the future:

Evaluations & Development Assistance Channels

6 projects channelled through Norwegian People's Aid (NPA)
5 projects channelled through UN organizations

7 projects channelled through national & local org. in recipient country
 1 project channelled through the Norwegian Refugee Council
 1 project channelled through CARE
 1 project channelled through CARITAS
 4 other (mixed)

Although several of the projects implemented or channelled through the NPA are worth NOK 30–40 million each (demining projects), the NPA stands for a disproportionately large share of the evaluations undertaken, and there is a need to encourage other organizations to initiate external evaluations, to be able to diversify this picture, and get more information also about how other channels perform in the implementation of development assistance projects.

The evaluations have mainly focused on how efficient the projects have been in fulfilling their own goals. This has been measured, for example, by the number of areas cleared of mines, the number of houses reconstructed after a war, or the number of children receiving primary education through an education programme. There was no particular pattern with regard to type of activity and how successful the evaluations concluded that the projects were, or with regard to the different channels of development assistance.

The majority of the evaluations generally have positive comments in this regard, although several types of problems are highlighted in the different projects. One such type of problem is reflected in several projects. Whether the implementing organization is local or a foreign NGO, using local human resources often represents a challenge because of the lack of educated people in many countries.

The lesson learnt from this, is that local human resources should not be removed from the structure where they are already working. Rather, these structures should be supported and strengthened. In cases where new (and competitive) structures are created through development cooperation projects, additional training and education for the local human

resources should be provided, and an assurance made that knowledge from the external NGO or agency will be made available to the population of the recipient country. Such projects may otherwise create a negative type of competition for resources.

Another problem several projects encountered is a growing insecurity resulting from conflict escalation. This often leads to a change, from the more long-term directed development goals of projects, to the satisfaction of immediate humanitarian needs. However, the evaluations reveal that most NGOs have shown great flexibility in this respect, and that some of the projects have even been able to preserve the long-term development perspective, while at the same time focusing on emergency needs.

In spite of the few efforts to undertake impact assessment as part of the evaluations, some did indeed contain such information, three of which I will highlight here (these projects are also success stories, and could serve as positive examples): the Post Pessimist Network in the Balkans (NPA); the Programme Support for Liga Mocambicana dos Direitos Humanos (LDH); and the Peace Programme in Sri Lanka (Caritas Sri Lanka).

The Post Pessimist Network in the Balkans (NPA)

The NPA project was initiated at a time of full-scale war in the region. It consists of several youth organizations in the former Yugoslavia. One of the main goals of the project is to arrange various activities that can contribute to increased inter-ethnic contact and reconciliation among the young living in the former Yugoslavia. Approximately 1000 young people have taken part in the Post Pessimist Network over the years.

The evaluation report provides a very positive description of the activities and results of the network. According to the report, the “significance of the project is indisputable, and the results, when it comes to promoting inter-ethnic contact, reconciliation and democratization, are very good”. In interviews and a survey, the

young participants emphasized the importance of the project to their lives. Two-thirds said that they had, “to a large extent”, become more tolerant towards other people. The project promotes the idea of tolerance at multiple levels. In general, the types of activity chosen for the project were found to be absolutely relevant and in line with the project’s aims.

Programme Support for Liga Mocambicana Dos Direitos Humanos (LDH)

The aim behind the programme support for LDH is to safeguard peace and democracy in Mozambique by providing assistance to institutions working for human rights.

The programme is divided into six major components: 1) civic education; 2) legal assistance; 3) prison reform; 4) institutional capacity; 5) investigation and documentation; and 6) monitoring and evaluation.

The evaluation informs us that the demand for LDH assistance has grown, and this reflects its reputation in civil society as the most effective protector of human rights, including carrying out functions that are inadequately performed by other civil and state institutions responsible for defending the rights of citizens. The impact assessment was measured by a high case flow, through answers given in interviews, and through improvements in the treatment of prisoners. The interviews showed that awareness and protection of human rights are a recent phenomenon in Mozambique, one closely associated with the LDH. The evaluation concluded that the LDH is an institution of unquestionable utility in the protection and defence of human rights, whether for individual citizens, civil society institutions, the justice sector or the government.

The Peace Programme in Sri Lanka

The project partner for this project is Caritas Sri Lanka (SEDEC). The overall objective of the project is to support the churches’ work to create a better understanding among people on both sides of the conflict; to promote a non-violent culture among all ethnic groups; and to reach a deeper understanding of the conflict.

This project has an impressive record of activities with concrete results: In July 2002, a five-day seminar was arranged, with 10 of the 11 bishops in Sri Lanka present. Church representatives with experience in peace- and reconciliation-related work in Kenya, South Africa, the Philippines, El Salvador and Lebanon contributed to the seminar. The seminar resulted in the formulation of nine guiding principles for the implementation of the peace programme, as well as specific action plans for each diocese. Two national and three regional seminars have been arranged in the dioceses. The programme has helped the national youth organization to arrange a national workshop for peace in Batticaloa. This allowed for networking between youths in the east with the rest of the country. Cultural and religious celebrations have been arranged with participation from different ethnic and religious communities, leading to further inter-ethnic harmony. Courses related to peacebuilding have been held among priests and other religious leaders. In most of the dioceses peace committees have been established to motivate people at the grass roots level.

According to lead bishop Joseph Rayappu, the peace programme has already had a positive influence on the general situation in the country; increased voting during the elections in December 2002 was in many cases due to the various initiatives initiated by the peace programme. As a consequence, the new political climate and increased expectations for a possible peaceful solution have inspired the Church to further develop its role as a promoter of peace.

Characteristics common to all of these three successful projects are that they have a solid local basis and ownership, that they are well structured, and that they have clear, ambitious goals. The evaluations of these projects demonstrate that it is possible to include some type of impact assessment within ordinary project evaluations, even though it may not go as deep, and be as all-encompassing, as ideally wanted.

4 Evaluation and Reporting Routines

4.1 Evaluation Instructions

A document entitled *Instructions for the Policy Planning and Evaluation Staff's Work on Evaluations and Reviews* was approved by the Minister of Foreign Affairs and the Minister of International Cooperation and Human Rights in 1998. This document was revised in October 2001, but the 2001 version is still valid.

This document requires the MFA to carry out evaluations at regular intervals “to obtain information on the extent to which the established objectives of an activity or support/guarantee scheme have been achieved, with special emphasis on the impact on society”. The document further states that “evaluations are a ministerial responsibility, which in addition to its own activities shall comprise that of subordinate agencies”.

According to this, document evaluation activities cover all areas of activity (development assistance, emergency relief work, support schemes, joint programmes) and includes all types or levels (projects, programmes, sector, channel, theme, strategy, policy). However, priorities are determined in revolving programmes. The evaluation instruction also contains clear routines for the follow-up, publication and information about these evaluations.

There are no formal requirements for the implementing organization or recipient of development assistance to undertake evaluations of projects funded by NORAD or the MFA. However, projects that have been going on for a while are often evaluated with the purpose of obtaining further support.

Whereas external evaluation reports contracted to an independent evaluator by the funding government are few, but easily available and listed on the MFAs website (for 2000 and 2001 also with annual reports about the total evaluation activities), external evaluations contracted by the implementing agency are many, but more

difficult to identify. As seen from the survey results, many NORAD and MFA projects have been subject to such evaluations. No total list of these evaluations exists. In some cases, project documentation reveals that an external evaluation has been undertaken, but no copy of the evaluation report may be found in the files. It seems that although routines for the follow-up of MFA initiated evaluations exist, follow-up routines for this type of evaluations at the project level are unclear and often little follow up work is done.

4.2 Record

With regard to the external evaluation reports, contracted out to independent evaluators by the Norwegian government in the period 1997–2001, the number produced annually has decreased from a maximum of 14 in 1998 to 7 in 2001.

Generally these evaluations are rather broad in their focus, and only a few of them are project-oriented. Most of the evaluations have a thematic and/or target group approach. Sometimes the thematic or target group focus is applied to development assistance in general, sometimes to a whole continent (Africa), and sometimes to a group of countries or region. Only rarely is the focus on one country and/or one project. However, there are a few evaluation reports that focus on the total development cooperation within one country over a period of years, such as the evaluation of the Tanzania-Norway development cooperation 1994–1997, published in 1999, and the evaluation of the development cooperation with Bangladesh 1995–2000, published in 2001. There are also some evaluations of the work of NGOs, both in general and in certain countries, such as Nicaragua in the period 1994–1999 (published in 2001). However, none of these cover any of the countries selected for the Utstein study.

A few of the MFA initiated evaluations (published during the survey period) also have relevance to Norwegian peacebuilding policies, such as Evaluation Report 11.98, *Norwegian Assistance to Countries in Conflict*.

When it comes to the number of project evaluations initiated by the implementing agency, the survey results indicate that it is relatively high. Of the 122 projects selected for the survey, 25 had been subject to external evaluation. In addition, internal evaluation had been undertaken for some projects.

There is no formal cooperation between NORAD and the MFA on evaluations in general. During the work with the Utstein survey the need for more exchange of information and cooperation on evaluations has been expressed from both sides.

4.3 Reporting

Projects supported by NORAD require that an annual report be written. Projects financed by the MFA also require reports, but as some of these projects are of a short duration the reports are often submitted to the MFA after the projects have terminated.

The difference between NORAD's reporting form and the MFA's is reflected in the difference in character of the types of projects that they have traditionally financed. Whereas NORAD's reporting scheme has elaborate questions suitable for projects of a long-term character, the MFA's reporting scheme is made in the form of keywords that can be adjusted to different types of projects, also the very short term and more ad hoc ones.

In general, the survey results indicate that reporting is being done in a satisfying manner on the majority of the projects. The reports should also be considered a useful source of background information for potential future evaluations, not only at the project level, but also with regard to, for example, theme, target group or channel focused evaluations.

4.4 Framework Agreements

Several Norwegian NGOs have framework agreements with NORAD. This means that NORAD only has insight/information about the NGO's activities at the programme level, and only receives a budget list of all the projects contained in the programme. All information at the project level is stored with the NGO. However, the agreements do stipulate that NORAD can acquire this information on request. This means that NORAD, to a large degree, has transferred technical considerations about which projects to support to the individual NGO. The individual NGO's long-term strategy will therefore be important to the decision of which projects to support in the programme.

There are some particular challenges related to reporting and evaluation routines of projects that are part of individual NGO's framework agreement with NORAD. The NORAD archive contains files of each framework agreement. In these files, annual reports for each programme can be identified, but those on the framework agreement have rather limited information. Reporting is done mainly at the country level, and information about each project is very short, concentrated on some important facts. Only general information about evaluations done at project level is given in the annual reports.

In a 1999 fact report from the National Audit, the point was made that in the framework agreements (with the NCA and the NPA) no requirements are made for evaluations or project reviews. However, it is also stated that NORAD has requested that routines be established to inform the agency about evaluations and project reviews undertaken, and about the most important conclusions of these.

It is also clear from the remarks in the same report, that NORAD does not have the capacity to go through all evaluations. The challenge for the future, with regard to the framework agreements, is therefore to seek a balanced way of attaining sufficient information about the progress and effects of the projects, while at the

same time not hampering the efficiency of the NGOs' or of NORAD's work too much.

4.5 The Project Portfolio and the Filing Systems of the MFA and NORAD

NORAD annually produces an overview of the total project portfolio of NORAD and the MFA together ("tiltaksliste"). This overview works well with regard to NORAD projects as these projects can easily be identified in the NORAD archive with the help of the number of each agreement /project ("avtalenummer") in the list. However, this number cannot be used to identify projects in the MFA archives. The only way to identify a project included in the "tiltaksliste" within one of the MFA's archives is by using the MFA's database.

Filing systems

NORAD has only one archive. All documentation of a project is stored in the same place within the archive and also all documentation on framework agreements is stored in one place.

The MFA has seven different political archives, and one administrative archive.

These are organized on the basis of the different political fields and topics that they cover:

- Archive 1: Political and security related issues; disarmament, polar seas; democracy and human rights.
- Archive 2: Resource management and environmental issues, WTO; OECD; Nordic Council/Council of Ministers; industry; agriculture; trade and economy; economic cooperation with non members of the EU.
- Archive 3: Consular subjects; social and humanitarian issues; general issues with regard to the UN system, the Council of Europe and peace work.
- Archive 4: Development assistance and cooperation with developing countries.
- Archive 5: NATO cooperation. CFE/CSBM/Open Skies; OSSE/VEU.

Archive 6: Media; information about Norway and culture.

Archive 7: EU; (European Economic Area) and EFTA; aviation; shipping; transport and research; trade and economy in EU countries.

Before June 2000, all material related to humanitarian assistance was filed in archive 3, and human rights issues in archive 1. After this date the material was filed in archive 4. This means that the same type of topic over time is filed in different archives. Because of the differences in filing systems in NORAD and the MFA some improvements in the organization of the annual "tiltaksliste" would help to facilitate cooperation between the two agencies in the future, and to make the filing system more transparent.

A simple improvement here would be to indicate which of the seven MFA archives the projects supported by the MFA are filed in. Another relatively simple improvement would be to add a short explanation of how the NORAD archive and the MFA archives are organized in the annual "tiltaksliste".

4.6 The DAC Codes: Problems and Possibilities

The DAC codes, used for the categorization of Norwegian development assistance projects, are roughly organized as follows:

110–120	Education (111: Education, Level Unspecified; 112: Basic Education; 113: Secondary Education; 114: Post Secondary Education).
120–140	Health (121: Health General; 122: Basic Health; 130 Population policies/programmes of Reproductive Health
140	Water Supply and Sanitation
150	Government and Civil Society
160–163	Other Social Infrastructure and Services (161: Employment; 162: Housing; 163: Other Social Services)
210	Transport and Storage
220	Communications

230	Energy
240	Banking and Financial Services
250	Business and Other Services
311	Agriculture
312	Forestry
313	Fishing
321	Industry
322	Mineral Resources and Mining
323	Construction
331	Trade
332	Tourism
400–430	Multisector/Cross-cutting (410: General Environmental Protection; 420: Women in Development; 430: Other Multisector)
500	Commodity and General Programme Assistance
600	Action Relating to Debt
700–720	Emergency Assistance (710: Emergency Food Aid; 720: Other Emergency and Distress Relief)
998	Unallocated/Unspecified

The DAC codes are of course established to cover all kinds of development assistance, and the need to categorize some development assistance activities as peacebuilding is not particularly well reflected in the DAC codes, except categories 150–61, in which the concept *post-conflict peacebuilding* is used to cover different types of UN peace operations.

The DAC codes do not explicitly cover all types of activity included under the categories used for the Utstein survey. The activities that are least well covered are most types of reconciliation activities, such as dialogue at the leadership and grassroots levels; bridge building in society; and support for truth & reconciliation activities. These peacebuilding activities are part of the political dimension in the draft Norwegian policy paper on peacebuilding and development cooperation. Some types of security related activities are also insufficiently covered in the DAC code system, such as security sector reform and small arms control.

In general, actual Norwegian coding practices show that with regard to the four sectors referred to in the Utstein survey – security,

socio-economic, political, and reconciliation – projects within the socio-economic category are generally spread throughout the codes: DAC codes 110–120; 120–140; 163; 210; 220; 230; 311; 430; and 720. Projects within the political, security and reconciliation categories are mainly listed under DAC 150, but with different sub-codes. In various papers and overviews produced by NORAD, all the activities supported through DAC 150 are often referred to as “good governance” projects. This wide use of the concept is somewhat problematic, as it is disputable whether support to projects such as demining or demobilization may actually be referred to as support for “good governance”.

However, the DAC codes in their current form should not, for several reasons, be used to get an overview of the total peacebuilding project portfolio. As already mentioned, the only DAC code that refers exclusively to an activity as peacebuilding is code number 150–61. Overviews and statistics based on the type of activity of the projects, or their domain, would exclude insight about potentially stated peacebuilding intentions in the projects, as well as any further knowledge about their specific character.

In the work with the Utstein survey, these problems were solved by reading more about each project potentially being selected, to be sure that it actually had a consciously intended peacebuilding character. Patterns revealed by the numbers of projects under each DAC category were used only as a rough guide to get an overview of the main tendencies. Furthermore, where projects fitted under several categories, they were listed under the survey category where they most clearly belonged, and, in addition, with mention of any other purpose the project filled.

With reference to the problems pointed out in this paper, it is questionable how fruitful it would have been to introduce a peacebuilding label, based on the type of activity of the projects, into the DAC system. It is, on the other hand, possible that some kind of distinction between projects with a stated peacebuilding

intention, and projects without, could be introduced without changing the basic principle for

organization of the projects. This could be done through the introduction of a policy marker on the peacebuilding projects.

5 Summary: Achievements and Challenges Ahead

In *The Norwegian Government's Action Plan for Combating Poverty in the South towards 2015*, it was announced that a separate Norwegian strategy for “supporting and participating in peacebuilding” will be presented.

The discussion in this paper has focussed on the draft strategy, which still awaits political approval, but the main content of which has been established as Norwegian policy in speeches by Hilde F. Johnson, Minister of International Development, and State Secretary Olav Kjørven, and in the MFA's budget for 2003–2004. The most imminent challenge for Norwegian peacebuilding policies thus remains in having this strategy completed and politically approved.

Having said this, several of the points highlighted in the draft strategy have already been implemented in Norwegian peacebuilding and development policies:

The draft Norwegian policy paper stresses the importance of donor coordination and support to the UN system. This issue was also emphasized by the Norwegian Minister of International Development in her speech on 25 September 2003. The introduction of transitional assistance is an important step in this direction, as it has stimulated the debate about coordination, and most of the financing in this arrangement is channelled through the UN agencies. In addition, the concern for donor coordination is also reflected in many of the Norwegian country strategies and guidelines.

The introduction of transitional assistance is also important in the sense that it fills in the vacuum between traditional humanitarian assistance and long-term development assistance. The different budget lines in the Norwegian budget now represent a continuum; from short-term humanitarian assistance, to transitional assistance, to long-term development cooperation. This is in accordance with the Utstein ministers' visions and priorities. However, the

result of the introduction of transitional assistance is not only that it has filled a financial gap, but that it has also, as intended, contributed to strengthen the Norwegian support for peacebuilding activities.

Another important observation is that the Norwegian part of the Utstein survey points to a high degree of specialization with regard to types of activities and development assistance channels. The NPA has for example specialized in HMA projects, whereas the NCA has, in particular, many projects involving peace and reconciliation. This seems to have worked perfectly well so far, and the NCA has been important in several of the peace processes where Norway has been involved at a high level, such as in Guatemala and Sudan. However, it may be useful to encourage other NGOs to take a greater part in these types of activities too, so as not to risk becoming too dependent on some organizations for these activities.

At the project level, the results of the survey reveal that the selected peacebuilding projects in general cover the whole range of activities described as instruments for peacebuilding in the speech by State Secretary Olav Kjørven, and in the draft policy paper, although some types of activity stand out as more prominent than others. Among the projects in the Norwegian development assistance portfolio, many have clearly defined peacebuilding goals. This is particularly the case with regard to projects in the political and reconciliation categories of activity (the political dimension in State Secretary Olav Kjørven's speech). However, although Norwegian peacebuilding policies reflect several achievements, many challenges remain to be met in the future:

- 1) The first challenge is with regard to the character of socio-economic projects. The draft Norwegian policy paper underlines the close relationship between peace and development. It also argues that increasing socio-economic

inequalities and marginalization of vulnerable groups and regions tend to lead to armed conflict. The Norwegian Minister of International Development also emphasized this point in her speech, stating that “effective peacebuilding is intimately linked to the development process. But not any kind of economic development. In fact, there are many examples out there of unbalanced economic growth leading to increased tensions, increased conflict among groups in society. Certain types of development may produce affluence for some, but more poverty for others”.

Among the socio-economic projects identified for the Norwegian part of the Utstein survey, there are in general few with a clearly defined peacebuilding goal. Although the number of socio-economic peacebuilding projects identified in total is the highest, the other categories of activities contain projects with more clearly defined peacebuilding goals than in the socio-economic projects. The socio-economic sector also contains many large projects in economic terms. Several projects in this sector have a total budget (1997–2001) of more than NOK 30 million.

The lack of clearly defined peacebuilding goals in the socio-economic projects remains a challenge for the future. It is of particular importance that such projects actually are constructed in a manner that leads to more equity and welfare for all, and especially for already marginalized groups, and that they in no way sustain economic structures that contribute to conflict. This is equally important, whether we talk about humanitarian assistance, transitional assistance or long-term development cooperation. It is important that short-term food aid does not undermine local production or lead to increased inequality between privileged and less privileged groups in a country. Likewise, it is important that long-term development cooperation, which now tends to be more and more based on countries' PRSPs, not only leads to growth and general poverty reduction, but also to less socio-economic inequality, with a particular sensitivity towards ethnic divides and identity

lines in society. Former economic reform programmes, or structural adjustment programmes, are well known for their tendency to increase socio-economic inequality.

2) In addition to the need for more projects consciously intended for peacebuilding within the socio-economic category, the effects of these projects could also be verified through an increased number of evaluations. The survey results revealed that only 12.5 per cent of the socio-economic projects had been evaluated, compared to 46.2 per cent of projects within the security sector.

3) There is also a need to take a second look at the security sector, as the number of Norwegian peacebuilding projects in this category is relatively low. In view of the emphasis on the need for donor coordination, it is therefore necessary to investigate whether this field is generally well covered by other donors in the host countries of Norwegian assistance, or if there is a need to invest in more such projects from the Norwegian side.

4) In the Norwegian policy paper it is also stressed that, where possible, peacebuilding should take on a regional perspective. Moving back to the country strategies, the Angolan and the Bosnian strategies clearly take on such a perspective, as do the regional papers on which Norway bases its decision to provide assistance to Rwanda. However, such an approach is less apparent and explicit in the other six survey countries. This point therefore represents a challenge for the future.

5) The draft policy paper does not only emphasize the need to build a sustainable peace, but also that the peace must be durable. This point was also underlined by State Secretary Olav Kjørven in his speech on 25 September 2003, in which he stated that “Norway wants to be a competent and reliable partner: impatient for results, but patient during the time it takes to reach a sustainable peace. We can act quickly and flexibly, but we maintain a long-term perspective”. Long-term development assistance has been very important in bringing about

peace and getting peace processes started. However, it is no less important in making peace durable and sustainable. The armed conflict in Guatemala lasted for 36 years, the Angolan conflict for 27 years, and the Sri Lankan conflict had lasted for 19 years when the cease-fire agreement was signed in 2002. The conflict in Sudan has also been particularly long lasting and violent. Development assistance to Guatemala will be kept at 80 per cent of earlier levels from 2001–2003, and the country strategy and the activity plans envisage a further scaling down of assistance after this period. The Guatemalan conflict was extremely long lasting, and it is questionable whether this is a sufficiently high level of assistance to help make the peace durable.

In general, this is a question that will prove its relevance again if, and when, a final peace agreement is reached in Sri Lanka, and in Sudan, where Norway is involved in the current peace processes. The conflict in Sri Lanka is, as the Guatemalan conflict, and the Sudanese conflict, a particularly violent and protracted one, which will leave the country with tremendous challenges to tackle in the future. The political gains of becoming (successfully) involved in new peace processes are obvious, whereas the long-term and costly follow-up of these processes, after a peace agreement has been reached, is less visible internationally, and therefore also less attractive.

The issue is also important with regard to partner countries, in which Norway did not play any central role in the peace process, but where the same tremendous challenges of post conflict reconstruction, development and reconciliation remain after the war. The Norwegian country strategy for Angola 2003–2005 informs us that there are no plans for development cooperation beyond the medium-term, although Angola's potential as a regional peace facilitator is also pointed out in the strategy. In general, the issue of how to help build a durable peace deserves more political attention.

6) Moving back to the project level, where the main focus of the Utstein study has been, more could also be done to increase the information about how projects are doing. The framework agreements that several NGOs have with NORAD represent a challenge when it comes to evaluations and reporting routines. It is important to get sufficient information about the effects of projects financed by NORAD through these arrangements, but at the same time this also touches upon the issue of capacity and efficiency both for NORAD and for the NGOs. In the future it will therefore be a challenge to be able to identify solutions that can cover both of these aspects.

7) A debate about how to improve the DAC code system is also in place. Following the methodological discussion in this paper, and the problems identified in trying to categorize projects as peacebuilding or not, according to their type of activity, one possible solution appears to be the introduction of a policy marker in the DAC code system.

8) In the Norwegian part of the Utstein survey, most peacebuilding projects were identified in Guatemala and Sri Lanka, countries in which Norway has been, or currently is, strongly involved in the peace process.

The country strategies for Guatemala and Sri Lanka also reflect high conflict sensitivity and have clearly stated peacebuilding goals. This shows that there is strongest consistency in peacebuilding policies – from strategy level down to project level – in countries where Norway has been, or is, highly involved in the peace process.

The lesson learnt from this is that the consistency in peacebuilding policies is politically influenced and depends on the country in focus. It is therefore necessary to deepen the focus on peacebuilding also with regard to other Norwegian partner countries than those in which Norway has played, or plays a role, in the peace process, and that remain in a pre, current or post conflict situation.

Appendix

INTERVIEWS

Merethe Brattsted. Deputy Director General, Section for Humanitarian Assistance and Other Project Activities, the Department for Human Rights, Humanitarian Affairs and Democracy, MFA. Interviewed 10 June 2003.

Jens Petter Kjemprud. Assistant Director, the Africa Section, the Department for Bilateral Affairs, MFA. Interviewed 19 June 2003.

Espen Lindbæck. Position on peacebuilding in NORAD. Interviewed 10 June 2003.

Grete Løchen. Afghanistan Adviser, the Asia Section, the Department for Bilateral Affairs, MFA. Interviewed 26 June 2003.

Einar Rystad. Responsible for transitional assistance in NORAD. Interviewed 10 June 2003.

Camilla Røssaak. Country Coordinator for Mozambique, Angola and Malawi, NORAD. Interviewed 20 June 2003.

Harriet Solheim. Country Coordinator for Sri Lanka, Bangladesh, Vietnam, Laos and Cambodia, NORAD. Interviewed 5 June 2003.

Betzy Ellingsen Tunold. Senior Adviser, Department for Development Cooperation Policy. Interviewed 29 October 2003.

Berit Tvete. Adviser, the Department for Development Cooperation Policy, MFA. Interviewed 20 June 2003.

Tove Bruvik Westberg. Deputy Director General, the Department for Development Cooperation Policy, MFA. Interviewed 6 June 2003.

SURVEY CATEGORIES

1 Security

- 1.1. **Humanitarian Mine Action:** Mine clearance to restore civilian access/use and mine-awareness programmes
- 1.2. **DD&R:** Disarmament, Demobilisation and Reintegration of combatants
- 1.3. **DD&R Children:** Disarmament, Demobilisation and Reintegration programmes for child soldiers
- 1.4. **Security Sector Reform:** Retraining in the police, military services, prison services etc, with emphasis on professional efficiency and ethics, including respect for human rights
- 1.5. **SSR: Small Arms:** Specific measures within Security Sector Reform to restrict availability of small arms in the country or the region

2 Socio-Economic

- 2.1. **Reconstruction:** Aid for physical reconstruction of buildings and structures, electrical supply and other utilities, roads, and for addressing war-related environmental damage
- 2.2. **Infrastructure:** Investment in the future: Economic support for improving the economic infrastructure (communications, roads, water, sewage systems, electricity) and for training in issues relevant to the functioning of a modern economy
- 2.3. **Investment in Health & Education:** Economic support for improving health service provision and for improving access to and quality of basic education
- 2.4. **Repatriation & return:** Support for the repatriation of refugees and return of IDPs, including to regain access to property, restoration of land rights and distribution of land

3 Political

- 3.1. **Democratisation:** Support for democratic institutions (political parties, independent media, NGO sector), and activities in the fields of education & culture that have a democratic theme or intention
- 3.2. **Good governance:** Promotion of ethics, efficiency, transparency & accountability in government; Rule of law, justice system, legal reform
- 3.3. **Institution building:** Training programmes in government and NGO sector and among political parties
- 3.4. **Human Rights:** Promotion of awareness of international standards and of monitoring and reporting of abuses

4 Reconciliation

- 4.1. **Dialogue (a) Leadership:** Dialogue opportunities between leaders of actually antagonistic groups
- 4.2. **Dialogue (b) Grass roots:** Dialogue opportunities between members of antagonistic groups
- 4.3. **Bridge-building in society:** Other activities (in media, education curricula, cultural activities) to erode barriers in highly divided societies
- 4.4. **Truth & Reconciliation:** Commissions – and /or other means – of enquiry into recent and violent past, using knowledge as basis for reconciliation

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