



At Kirne Project School in Nepal, the school day is about to start. Ninety per cent of all children in developing countries now attend primary school, compared to eighty per cent in 1990. The greatest increase is among girls.

// Photo: Ken Opprann

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RESULTS REPORT

Development
assistance –
no shortcuts
to good results



IMPORTANT FINDINGS AND CONCLUSIONS

Norwegian development assistance achieves results via many different paths and channels. Norad's 2008 Results Report presents results, good and bad, in three sectors, in three countries and through three channels. A description of Norway's partners and their results in Mozambique, Nepal and South Sudan helps to illustrate this diversity.

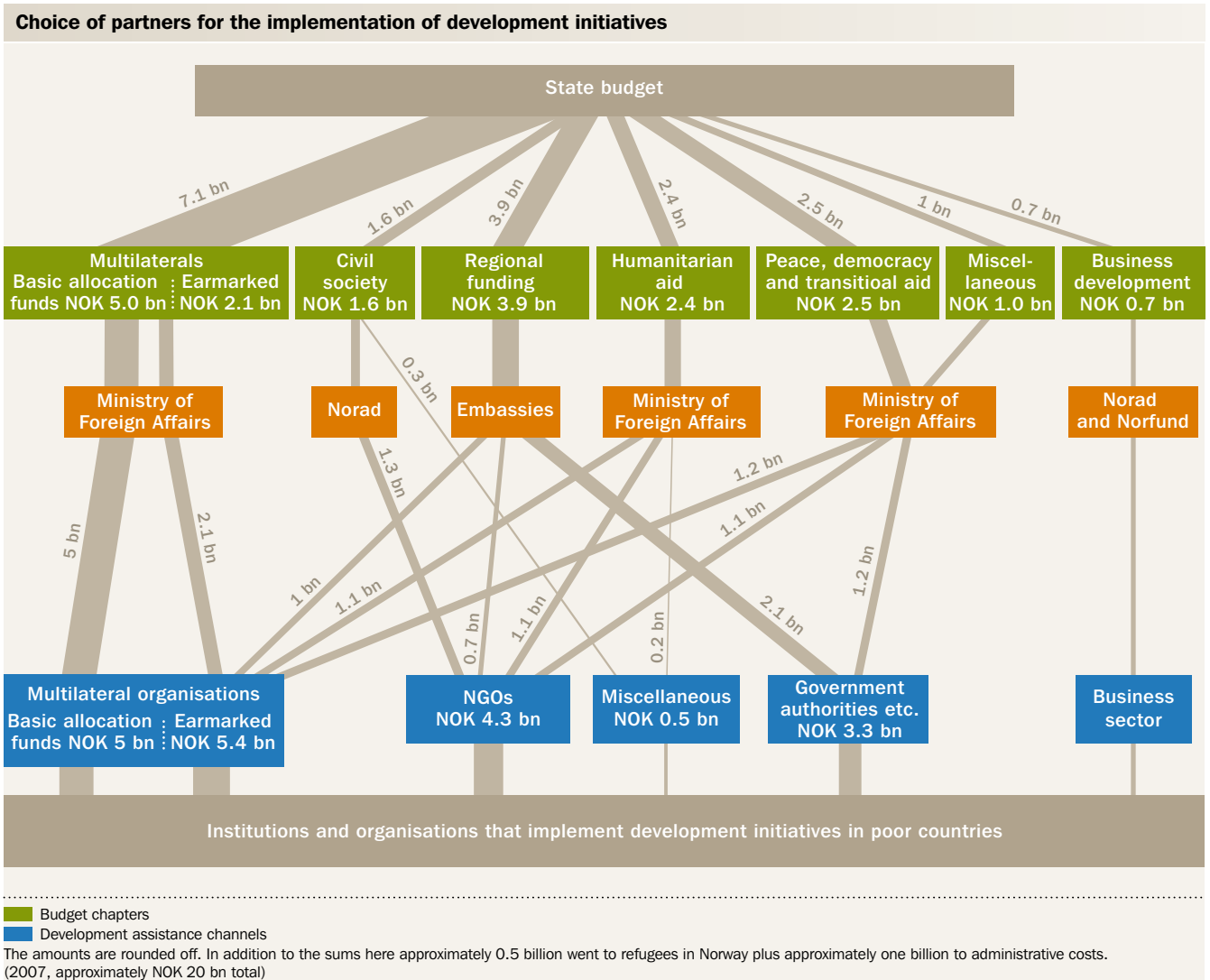
- The peace treaty between North Sudan and South Sudan is a decisive result to which Norway has made substantial political and financial contributions. The Sudanese are still awaiting the peace dividend, in the form of improved public services. State-building in South Sudan has encountered serious difficulties.
- The work of Norwegian NGOs in South Sudan ranges from awarding grants to women, school construction and demining operations, to transforming a guerrilla movement into a political party. The most obvious results for the poor are the far-reaching educational and health services provided by NGOs.
- The World Bank has delivered poor results from a multi-donor fund supported by Norway that was intended to boost reconstruction and development in South Sudan.
- Norway's 'meeting place diplomacy', which involved the Maoists, the political parties and the monarchy in Nepal, contributed to the peace process in that country.
- With Norwegian support, the UN Development Programme (UNDP) and the UN Children's Fund (UNICEF) built capacity in rural areas of Nepal and Mozambique, both in women's groups and in local NGOs.
- Cooperation between UNICEF and Save the Children Norway (Redd Barna) is bringing results in Nepal through extensive campaigns to promote education for girls.
- Norwegian assistance has played a pivotal role in the development of Mozambique's rural electricity grid, but only nine per cent of the country's households have electric power.
- By providing budget support for the Mozambique Government, the World Bank, Norway and 17 other donors are contributing to efficient financial management and improved utilisation of the national budget.
- Norwegian NGOs are trying, with mixed success, to achieve results over and above specialization and political demonstrations.

This diversity illustrates that Norwegian development assistance is an extremely complex part of an even more complex international aid system. One fifth of Norwegian development assistance goes from the Ministry of Foreign Affairs via Norwegian embassies to the authorities of poor countries. Four fifths goes from Norway via a large number of multilateral and non-governmental, national and international organisations to a similarly large number of partners in developing countries. This report considers the positive and less positive results of bilateral assistance to authorities, multilateral assistance through the UN and the development banks, and assistance provided through Norwegian NGOs for governance, girls' education and electrification, both globally and in Nepal, Mozambique and South Sudan.



KEY CONCLUSIONS

- Norwegian aid reaches its targets, despite the long road it takes from Oslo, where the money is allocated, to the point where it reaches the target groups in poor countries and the many institutions along the way. This is the most encouraging finding. Norway could achieve clearer results by concentrating on fewer, larger initiatives. This is the main challenge that lies ahead.
- Bilateral assistance to authorities brings good results when Norwegian funding and expertise are combined with political dialogue at the local level. Multilateral assistance brings results when the size of the development banks or the neutrality and weight of the UN are utilised. Assistance provided through civil society organisations makes it possible to focus Norwegian efforts on oppressed population groups. The advantages of the various channels are not utilised systematically in Norwegian development assistance. It is probable that many of the differences between channels are obscured by the complexity of the issues at hand, the organisations' hunt for resources and the donors' desire for influence.
- The results delivered by the various channels are not as different as might be expected, given the differences in their mandates. This is due to thematic overlap and joint action in some areas of development assistance. It is also due to the fact that the requirements for good development assistance are fairly similar for all the various channels.
- The results achieved by each of the most important multilateral development organisations – the UNDP, UNICEF, the World Bank and the regional development banks – show both strengths and weaknesses.
- There are significant differences in results in each sector. It is more difficult to achieve results in areas that require political action than in areas that require a pick and shovel. Electrification is expanding and making everyday life easier, but in rural areas, electricity is seldom used for production or environmental improvements. Many more girls are attending school, but there is no marked improvement in the quality of education. The results from some parts of the assistance provided to promote good governance, especially financial management and democratic elections, are good, but the results from other areas, such as anti-corruption activities and government reform, are more mixed.
- All results are more dependent on partners and recipients, their interests, efforts and capacity to implement programmes than on Norway's choice of channel. Good local partners who own their own activities and results have the most impact, whether they are local organisations, government authorities, private companies or activists. It is therefore paradoxical how little aid recipients are involved in the choice of aid channels.



Rural electrification – still a long way to go



Access to electricity in rural areas varies greatly. While approximately 40% of the population in Nepal has access to electricity, only 9% have access in Mozambique, and almost no one has access to electricity outside the capital, Juba, in South Sudan. In Latin-America and East-Asia, 60% of households have access to electricity. While major parts of Africa have less than 20% access.

Results are visible when power lines are stretched from the main power grid or when small local power plants based on renewable energy are constructed. In global terms, however, the effort has been limited. Many countries waited for investments from the private sector that did not materialise. Consequently, there is now more focus on partnership between the government and the private sector, supported by favourable loans and development assistance.

All results reports show positive effects from providing electric power to households. Electricity provides power for lighting, refrigerators and TVs and improves the quality of services such as health, education and water supplies. Electricity can also improve security and

sometimes promotes economic growth. It is the wealthiest people who benefit first from electrification. Electricity seldom replaces fuel for cooking, and few jobs and little new economic activity are created unless other measures are implemented at the same time.

Norwegian and international assistance have contributed to these results. The World Bank and the regional development banks finance a large proportion of power development, as well as distribution grids and independent local producers. The development banks also dominate policy development in this area, partly in collaboration with UN development and environmental agencies and certain major bilateral donors, such as Japan, Germany and the USA. Norwegian assistance has played a pivotal role in the power sector in several countries, and Norway has contributed towards financing electrification in rural areas and villages by providing direct financing to government authorities and companies. In Nepal, Norwegian NGOs have also contributed to electrification and influenced the development of local power plants.

Photo: Ken Opprann

AID CHANNELS AND AID FLOWS FROM NORWAY TO THE WORLD

In 2007, Norwegian development assistance totalled approximately NOK 20 billion. The diagram on page 5 shows a breakdown of assistance provided through bilateral government-to-government assistance, multi-bilateral assistance, multilateral assistance and civil society organisations.

Most surprising is the complexity of the system. As a result, a very large proportion of assistance ends up as earmarked assistance provided through multilateral and non-governmental organisations and relatively little goes directly from Norway to government authorities.

Aid's difficult road to bringing about development measures to impoverished people does not end here. It often proceeds through several stages before reaching the end user. Both the World Bank and the UN

system provide most of their assistance through government authorities, but they also channel assistance through NGOs. The World Bank's funds sometimes finance UN projects. Government recipients use local UN programmes or NGOs to implement their programmes. And the large international NGOs finance both local organisations and local authorities in partner countries.

The international aid system has become increasingly complex.

The most important changes in the past twenty years are as follows:

- The UN has established new commissions, organisations and programmes almost every time its mandate has been expanded
- Most donor countries prefer bilateral programmes and targeted multi-lateral programmes, i.e. multi-bilateral assistance.
- Major global issues have resulted in the emergence of new Norwegian and international civil society organisations and in the establishment of global funds in the fields of health, environment and climate.
- New actors are playing a more significant role: the most important of whom are China, India, South Korea, East European countries and private funds established by American billionaires.
- Many stakeholders have become more eager to establish their own offices and programmes in developing countries.

Money transfers from foreign workers back to their home countries have reached levels more than twice the size of aid. These flow through channels that run parallel to the development system.

The OECD Development Assistance Committee (DAC) is trying to limit the negative effects of this chaotic situation. The 2005 Paris Declaration was intended to improve the effectiveness of aid through the harmonisation of donor procedures, adaptation to the plans and systems of developing countries and focus on the results of such cooperation. In September 2008, the parties adopted the Accra Action Plan to Reform Aid Delivery, which aims to increase developing countries' ownership, improve donor coordination and hold both parties accountable for the results of development assistance.

In Norway's case, using many channels and partners is a political choice. At the same time, this poses an administrative challenge. Politically, Norway emphasises the role of the UN, the active participation of Norwegian civil society and the private sector, state-building and local ownership for partners in developing countries, and a presence in all places of importance to Norwegian interests and Norwegian foreign policy. The Parliament and the Government require aid to be provided through many channels and partnerships, but they also demand results. The dilemma that arises from the demand for aid to be channelled through many partners and the demand for streamlining is clear. This dilemma is the main message of the review of Norwegian development assistance that was carried out by the OECD-DAC in 2008.

The path development assistance will take is chosen in Oslo

The central government budget distributes development assistance between different channels and earmarks both basic allocations and additional funds for the UN, the development banks and the non-governmental organisations. The central government budget also distributes development assistance between regions, thematic global programmes and various aid initiatives. In the course of the year, the po-

litical and administrative leadership of the Ministry of Foreign Affairs, the Norwegian embassies and Norad further distribute aid between countries, organisations and individual measures.

The analysis of the results of Norwegian development assistance also includes the results achieved by multilateral organisations that receive basic allocations from the Norwegian Government. This applies to development and humanitarian actors in the UN, development banks, such as the World Bank, and Norwegian and international civil society organisations engaged in development and emergency relief. Norwegian assistance accounts for only four to five per cent of global assistance, but contributions through these partners give Norway a wide reach if used effectively.

The variety of paths, the complexity of channels and the differences between partners increase the distance between Norway's allocations of funds and the daily lives of target groups. This also increases the costs of translating the aid provided by Norwegian tax-payers into results in poor countries. Unless these roundabout routes bring added value and lead to better results, they should not be taken.

Results must be achieved on the long road from Oslo to the target groups. International governance mechanisms that are important for global development must be designed and implemented, e.g. to tackle the climate crisis or to create a fair trade system. Organisations must be established at the UN, in government and in civil society in partner countries to protect vulnerable groups and safeguard human rights. The many institutional choices of path could be streamlined by the establishment of an international judicial order. These findings must not be overlooked in the search for results in the field.

Many of the choices of path and decisions about the goals and modalities of development assistance are made before the actors and resources leave Oslo Airport. They are based on assumptions about the relative effectiveness of the channels and partners. An analysis of the results of Norwegian development assistance must, in particular, consider whether these assumptions are valid.

ASSUMPTIONS AND FINDINGS CONCERNING CHOICES OF PATH IN NORWEGIAN DEVELOPMENT ASSISTANCE

The people involved in development assistance make certain assumptions about what works and what does not work. This Results Report tests some of these assumptions against actual findings.

The effects of Norway's institutional choices of path in developing countries

Assumption: *The results of development assistance are primarily dependent on forces in the developing country, but the presence of international partners affects the results.*

Findings:

- Findings from Nepal, Mozambique and South Sudan confirm this assumption. All three countries have emerged from violent conflicts. The fact that development and results are better in Mozambique than in South Sudan illustrates the importance of stable political leadership,

a relatively strong, legitimate government and fundamental technical expertise. The peace process in Nepal was driven by forces within the country itself, but political and technical support from the international community contributed to the process.

- Development stakeholders make an important difference in all three countries. In Mozambique, donor cooperation is relatively strong and the results reflect the quality of the stakeholders' presence. In South Sudan, Norway has promoted important coordinating mechanisms with a single joint donor office and a single multi-donor fund administered by the World Bank. Nevertheless, there have been few results so far, partly due to weak government, a weak recipient presence and limited willingness to coordinate activities.

Assumption: *The many institutional choices of path are based on the fact that the various organisations and channels have their unique strengths and therefore contribute to the achievement of common goals in different ways.*

Findings:

- This has only partly been confirmed. There are many parallel and sometimes overlapping programmes and measures, but there are also examples of different actors being able to work together without encroaching on each other's territory.
- Individually, there are rational grounds for most of the choices of path in Norwegian development assistance. This report shows that, despite the distance between Norway and the target groups, results are achieved that correspond with Norway's foreign policy goals.
- Multilateral, bilateral and voluntary actors are all involved in assistance to promote good governance. Assistance for economic governance, including financial management, brings results, partly due to donor cooperation on budget support, with the World Bank in the driving seat and Norway as an active collaborator. The World Bank too seldom takes into account the political dimensions in governance and public sector reform.
- It is highly likely that simplifying aid flows and focusing more strongly on the strengths of the individual channels would improve effectiveness and results.

The effectiveness of the main channels

Assumption: *Norway's government-to-government assistance brings the best results and the most political capital when administrative responsibility is decentralised and delegated to Norwegian embassies.*

Findings:

- The results of assistance for Nepal and Mozambique confirm this assumption. In all the sectors that have been examined, Norwegian assistance has brought results, even if progress is slower in the field of governance than in other sectors. The political capital that Norway has built up as a long-term partner is used to influence the policies of the individual countries.
- The decentralisation of administrative responsibility is effective when Norwegian embassies have sufficient expertise and capacity. The embassy in Maputo combines effective technical and financial assistance with political dialogue in several sectors. The embassy in Kathmandu consciously uses channels according to the development of the peace process.

- The demand for flexibility in humanitarian and politically focused assistance is used as a reason for continuing to control this type of assistance from Oslo. The lessons learned in South Sudan indicate that the various forms of assistance are poorly coordinated. A very high level of annual assistance that is not supplemented by a sufficient number of people on the ground does not fully utilise Norway's assistance to that country. There are many indications that stronger linkage between policy and aid would have made Norway's assistance to South Sudan more effective.
- It is unlikely that there would have been more and better results if all Norwegian assistance had been bilateral and implemented by Norwegian institutions. The report provides no evidence that bilateral government-to-government assistance and assistance provided through Norwegian NGOs produce better results than multilateral assistance.
- Delegating administrative responsibility to the embassies is dependent on their ability to combine economic policy and technical engagement with the use of Norwegian expertise and direct participation in policy dialogue. The peace effort in Nepal, and budget support and the development of the power sector in Mozambique, are examples of good, relevant results from such efforts.

Assumption: *The UN system has clear comparative advantages in conflict-ridden and fragile states, and is good at linking international norms and values to aid activities on the basis of a neutral platform.*

Findings:

- This report does not provide grounds for a clear answer as to whether the UN has special advantages in providing assistance for peace-building, reconciliation and early reconstruction. The UN fills an important role in connection with peace processes and transitional situations, especially in the fields of security, humanitarian relief and political processes. Other external actors who are often equally important, include donor countries as peace-builders, and development banks and NGOs in early reconstruction.
- Linking international work on standards with activities in the field brings results in important public services, such as education for girls. UNICEF has played a leading role within the frameworks of many global initiatives.
- Assistance for political governance from the UN and other actors is extremely diffuse and is often implemented in small projects with no clear coordination. Forty per cent of the UNDP's total resources are spent on supporting democratic governance, with good results from supporting the organisation of political elections and decentralisation. Results in the areas of judicial reform and human rights are more mixed. Norway has financed the UNDP's work on decentralisation in Nepal and Mozambique, and the results in the field have been good.

Assumption: *Norway can utilise the multilateral assistance channel effectively in areas where there is international agreement on development goals and strategies, and where Norway lacks expertise or wishes to limit its own direct involvement in the implementation of assistance.*

Findings:

- In the fields of basic education, investments in all parts of the electricity sector, capacity-building in rural areas and financial management, there are large programmes that Norway can safely leave to multilateral partners.

Education for girls – well on the way



Today, more girls attend school globally and in most developing countries than a few years ago. Almost 90 per cent of all children in developing countries now attend primary school, compared with 80 per cent in 1990. The increase is greatest among girls. Education has expanded more rapidly than population growth, and in many places, girls have caught up with, and in some places exceeded, the educational level of boys. In countries at war or affected by war, in most of the poorest countries and in countries with oppressive regimes, education for all, and especially for girls, is still a long way off. Many countries are struggling with poor quality, a lack of or unqualified teachers, crowded classrooms, irrelevant curricula or tuition in a foreign language.

Development assistance is contributing to this progress, especially through joint multilateral efforts, with the World Bank, UNICEF and UNESCO heading global programmes such as Education for All (EFA), the Fast Track Initiative (FTI) and the UN Girls' Education Initiative (UNGEI).

Norway provides financing for earmarked initiatives and engages in active dialogue with the multilateral organisations, including in their governing bodies. In many countries, Norway provides funds through the authorities for education in general and for girls, in particular. Such financing is followed up with technical advice and dialogue with the authorities. The Norwegian embassies cooperate with multilateral organisations, especially UNICEF, in connection with education for girls. This has helped to improve results at country level.

Norwegian NGOs help to give girls better access to education, using both their own funds and contributions from the Ministry of Foreign Affairs and Norad. Save the Children Norway (Redd Barna) has achieved clear results by combining direct assistance for vulnerable groups with policy work in cooperation with other organisations in the Save the Children Alliance and with UNICEF.

Photo: Ken Opprann

- If Norway wishes to influence policy in such programmes, the lessons learned from Nepal and Mozambique are that active technical and political involvement are required in addition to financing. This is the case regardless of whether Norwegian financing is channelled to the headquarters of the multilateral organisations or through the Norwegian embassy to the organisations' country offices.
- For as long as Norway wishes to achieve political goals through development policy, it is unrealistic to channel all assistance through mul-

tilateral channels. Norway's ability to influence multilateral organisations in Norway's direction is limited by the fact that Norwegian assistance accounts for only five per cent of total global assistance.

Assumption: Assistance provided through Norwegian NGOs reaches further out to the target groups and can help vulnerable population groups politically, economically and socially.

Good governance – uncertain results



It is more difficult to document results in the field of governance than in other sectors. In all areas – peace-building, reconciliation, democratisation, human rights, inclusion, public sector reform, decentralisation, financial management and anti-corruption – the results are often intangible. Nevertheless, state-building is a necessary prerequisite for development and poverty reduction. Almost all developing countries show progress in some areas and regression in others, so national governance indicators are often misleading.

Results in the field of governance are heavily dependent on national interests and internal forces in the countries concerned. National leadership is required to create democratic structures and more efficient and less corrupt government administration, and to implement other reforms. The results are positive when such prerequisites are in place. In the fields of economic governance and management of public finances, the situation is improving. Progress is being made towards decentralisation and towards strengthening local authorities and local participation. Civil society and independent media are being strengthened. Not least, following a peace agreement and when the parties so agree, reconciliation takes place and new democratic structures are developed. However, this is extremely difficult in many other countries, where violent conflicts continue and, in practice, the authorities are not interested in making changes to bring about better governance, especially if then will undermine their own interests.

The multilateral organisations lead the way in providing assistance for good governance. In countries affected by war and crisis, and in the first transitional period, the UN system is important, providing a combination of a political mandate, humanitarian aid and, if necessary, peace-keeping operations. The UNDP provides assistance for reforms related to democratisation, the judicial system and often the security sector. The World Bank, in particular, has contributed to results in the field of financial management and the financial

and technical aspects of civil service reform. The World Bank has actively promoted important reforms, among other things, by encouraging greater transparency and more participation by civil society in policy dialogue.

Norway's bilateral assistance has contributed towards the achievement of results from many measures to improve governance, but they are diffuse and difficult to collate. Norway participated actively in the peace processes in South Sudan and Nepal, but could not have achieved results without the cooperation of others and the participation of the parties concerned. Direct Norwegian support for peace-building has also brought results from our own initiatives as an independent actor, and because of flexible financing. Norway has contributed to tribunals and reconciliation processes, to police training and prison reform, and to the holding of free elections. In more stable countries, Norway has contributed to decentralisation, anti-corruption agencies, human rights organisations, the judicial system and the office of the auditor general. Norway's assistance in this area is extremely disjointed, which probably affects its effectiveness.

Norwegian NGOs have helped strengthen local partners and other areas of civil society, such as free media and local cultural groups. Together, they have contributed to national and local campaigns for human rights and gender equality, and for greater transparency and democracy. With a few exceptions, these activities have been related to local campaigns and partner organisations which have had only a limited effect at the national level. It is extremely difficult to measure results. The Norwegian NGOs are often part of an international network of organisations that make active efforts to persuade multilateral organisations, bilateral donors and international business to comply with international norms and rules and promote important aspects of good governance.

Photo: Ken Opprann

Findings:

- In the interface between service delivery, political influence and protection, in some cases, Norwegian NGOs and their local partners manage to reach further out to marginalised groups than government-to-government or multilateral assistance. This report shows that this was the case in conflict-ridden areas of Nepal. In cases where UN organisations, such as UNICEF and the World Food Programme (WFP), succeeded in similarly extending their reach with emergency relief or humanitarian programmes, the UN programmes often have the advantage of size, degree of coverage and linkage to political dialogue and capacity-building at the national level.
- The main challenge for assistance provided through civil society is that, as a rule, it is limited in scope and reaches very limited target groups. Many Norwegian NGOs combine operational assistance with capacity-building and support for their partners' campaigns for human rights and political change. Save the Children Norway (Redd Barna) actively promotes children's rights, as illustrated in Nepal and Mozambique. In this case, they also collaborate with UNICEF, which often has more influence over the authorities and the largest donors.
- Non-governmental organisations have played a broader role in conflict-torn countries and areas where government authorities do not function, as illustrated by the work of Norwegian Church Aid and Norwegian People's Aid in South Sudan. In such cases they can also play a political role. Short-term financing of humanitarian aid reduces the possibilities for achieving lasting results in capacity-building.

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**CHALLENGES IN CHOOSING NORWAY'S INSTITUTIONAL
 DIRECTION IN DEVELOPMENT ASSISTANCE**

The 2008 Results Report does not indicate that one aid channel or one partner systematically achieves better results than others. Nevertheless, Norway's direction is important for the achievement of results in development policy. Norway faces four challenges related to this:

Norway can, to a greater extent, involve authorities and recipients in developing countries in the choice of channels for Norwegian development assistance. It is a paradox that these decisions are mainly made in Oslo and the capitals of other donor countries, and that, after twenty years of talk about recipient responsibility and local ownership, institutions in recipient countries are only involved in such choices to a limited degree. The Norwegian embassies in partner countries can improve the involvement of recipients in choosing a direction for bilateral assistance and can pass on recipients' views about the assistance that is provided through Norwegian NGOs and multilateral organisations.

Norway can make it easier for recipients to be included in international development cooperation. Many representatives of government, civil society and academia in developing countries believe that all organisations in the international aid system are the same and regard them as donors with their separate agendas. Norway can make efforts to promote the simplification of the aid architecture, both internationally and in developing countries. Norway can, itself, contribute by avoiding the use of parallel channels in the same area. If this is to take place, we must return to the mandates of the individual organisations and to the reasons for their establishment. The comparative advantages of the various channels must be cultivated out of consideration for aid effectiveness in individual countries. This consideration must have consequences for the distribution of Norwegian development assistance through multilateral organisations and Norwegian NGOs.

Norway can contribute more towards ensuring that institutional partners in each channel plan and implement programmes more effectively. Optimal results are achieved when partners have reliable resources. Norway can increase the use of multi-year frameworks for cooperation with its most important partners. Such frameworks should include cooperation both at the international level and in individual partner countries. Norwegian embassies' financing of, for example, the activities of UN agencies in developing countries must correspond to Norway's dialogue at their headquarters and in connection with international programmes with the same UN agencies. The Ministry of Foreign Affairs and Norad can better define and coordinate their requirements for results in connection with their support for Norwegian NGOs that are engaged in both humanitarian and long-term assistance.

Norway can improve the balance between its involvement in joint international programmes and ensuring effective implementation in the field. In recent years, Norway has been strongly involved in global programmes that are related to Norway's foreign policy priorities. Earmarked Norwegian assistance is actively used for this purpose. Multilateral assistance is therefore Norway's most rapidly growing channel of aid. The advantage is that Norway can ensure broad support for its policies and contribute to the resolution of common global problems in fields such as health, climate change and peace-building. The disadvantage is that this does not promote the core programmes of participant organisations, and that development assistance flows outside the developing countries' established systems. The Norwegian embassies can help ensure that such assistance is better integrated at the local level.

There has been particular emphasis on using development assistance to develop and implement policies and the regulation of common global goods in the fields of health and climate change. In the past, the aid-financed link between international norms and structures and specific policies has been equally important in the fields of education, human rights and peace-building. Development assistance is a particularly flexible and effective instrument for creating such links. Without development assistance, the poorest countries would often have been excluded from both the design and implementation of international regulations and the delivery of common global goods.

This report points out that institutional directions taken in development assistance, each of which is rational when viewed in isolation, can lead to a lack of clarity in terms of goals and strategies and inadequate utilisation of the resources and expertise of the individual channels. Institutional choices of path must be simplified. Norway is particularly well placed to assume the role of a flexible donor one that systematically intervenes when the sum of individual rationality becomes collective irrationality.

One requirement for institutional choices of path in development assistance is that it must promote transparency in international cooperation. In particular, the goals, interests, activities and results of the weakest participants must be clarified. The risk of waste and corruption increases when the main political and institutional choices of path on the road from rich to poor countries become too opaque. It is impressive that results can be achieved through so many channels. It is however likely that even better results could be achieved through simplification.



EXAMPLES ⋮

Madagascar – instruction in Madagascan 1

Norway has aided the government's education programme with 99 million kroner between 2005–2007, and has contributed to the planning and implementation of a comprehensive educational reform. The reform entails a qualitative and quantitative lift for Madagascar's basic education. The reform is about expanding primary school from five years to seven years and introducing Madagascan as the language of instruction up to and including the fifth grade. In the work with the reform, Norway has been a dialogue partner for the ministry of education and the donor group. Norway has drawn on results from research and experience from other countries. The process has been complicated and sensitive due to France's interests in promoting French as the language of instruction. Norway and UNICEF cooperate closely on initiatives that support the implementation of the reform. The authorities focus increasingly on traditionally marginalised groups, including girls. This is reflected in the annually revised education plans. A girl-to-girl strategy is implemented in 14 areas, where older girls are help-mates for younger girls.

In Madagascar, enrolment in primary and secondary school rose to 96 per cent in 2006, from 63 per cent in 1999¹. Almost as many girls as boys start school, but the dropping-out of girls after three to five years in primary and secondary education is a major challenge. The authorities cooperate closely with UNICEF on this. Norway supports a strategy for further training and recruitment of female teachers. Madagascan authorities recruit more female teachers because they acknowledge the significance of women in schools in order to reduce the drop-out rate of girls. Separate initiatives have been initiated in areas where parents are particularly conservative and do not see the importance of girls getting an education. A campaign is carried out to influence conservative attitudes that contribute to girls being kept out of school. Meetings are held in many local communities and more than 500 000 brochures were handed out. Norway also supports the government's plans for building schools in Madagascar through cooperation with ILO. There is an increased focus on building latrines for girls, because research shows that initiatives like these prevent girls from dropping out.

Bangladesh 2

In Bangladesh, Norway allocated a total of approximately 200 million kroner during the 1997–2005 period for electrification through local electricity cooperatives in the areas of Bhola and Gaibandha. The Norwegian contribution was a gift to the authorities in Bangladesh, which lent out the money at favourable terms to the governmental Rural Electrification Board. The funds were originally earmarked for covering the import of equipment to the two cooperatives, but could, after a while, also be utilised for local purchases in Bangladesh. Norway financed around half of the project costs. Operation and maintenance would be covered by revenue generated by electricity costumers.

An end review² compiled by independent consultants shows that around 65 000 businesses and households received electrical connections in the two districts. This was close to the planned amount in Bhola and more than twice the planned amount in Gaibandha. In Bhola, approximately 40 per cent of all households gained access to electricity, while more than 90 per cent were connected in Gaibandha. In both areas, the payment rate is about 98 per cent and electricity loss due to technical reasons locally or due to theft is low.

The end review expresses great uncertainty about whether the projects are sustainable since the profitability in the two cooperatives is low and the electricity supplies from the main grid are highly unpredictable. Frequent power outages are common in Bangladesh. Many of the transmission lines are old and electricity losses in transmission lines are significant. The quality of the electricity produced is poor when it reaches Bhola, with frequent power outages and low voltage.

1 www.uis.unesco.org

2 Md Mosleh Uddin, S.F. Ahmed & co. and H. Aarrestad (2007), *End Review of Area Coverage Rural Electrification (ACRE) in Bangladesh. Phase VA Bhola PBS Component and Phase VB Gaibandha PBS Component*. Norad Collective Reviews 15/2007



Ethiopia

3

In Ethiopia, UNICEF established 48 new schools in 2007. Experiences from the projects were important in the development of a national programme for improving the quality of primary and secondary schools in the country, and to improve girls' participation. In total, UNICEF contributes to strengthening close to 4000 primary and secondary schools in the country. UNICEF has also enhanced the capacity of the planning systems and enhanced policy work by improving statistics and information systems locally. Within alternative or informal primary and secondary education, UNICEF has, in 2007, built 445 new school centres and strengthened 356 existing centres, in addition to training approximately 2700 teachers. In total, this has given more than 360 000 children access to alternative primary and secondary education in the country.



Sierra Leone

4

In Sierra Leone, UNDP began programmes to improve the next elections right after the elections in 2002. The country therefore assumed much greater responsibility for administration during the elections in 2007. 91 per cent of the electorate participated in the elections that were considered free and fair, and resulted in the country's first peaceful change of government. Sierra Leone's electoral commission was praised by national and international observers. UNDP will continue to support capacity building, so that the commission will become less dependent upon aid.



Women's networks foster political participation

5

Norway has supported women's role and position in Nepal's peace process, based on Security Council Resolution 1325 on Women, Peace and Security. Norway supported the establishment of the Women's Alliance for Peace, Power, Democracy and the Constituent Assembly, (WAPPDCA), a network of Nepalese women's organisations with mandate to foster women's political participation. Established, relatively strong organisations cooperate with smaller and younger organisations. The network has made it possible for small and weak organisations for excluded groups like the untouchables, physically disabled and Muslims to have a place in the social debate. The emphasis has been on capacity building and spokesperson's efforts. In two years, they have promoted women's rights and strengthened the capacity of local organisations to participate in the elections and the peace process in Nepal. A challenge faced by the network is how to prevent existing power structures in society from the network – i.e. urban women and high-cast members dominating the weaker groups. Ensuring that district organisations also benefit from capacity development and funds is also a challenge.

Three of 10 women on the WAPPDCA board were elected to the legislative assembly in April 2008. This gives a unique chance to participate in the shaping of the country's first democratic constitution. Much effort was put into producing the reference book "Who is who of Nepalese Women" in 2007. The reference book is meant to help reject the argument of the political parties that it is difficult to nominate as many women as the electoral law requires because there are few women with the right qualifications.



Photo: Ken Opparam

Government-to-government assistance – demand for alternative energy

6

Nepal's governmental centre for alternative energy has received Norwegian aid since 2003 and receives 25 million kroner yearly in Norwegian development assistance. In order to foster renewable energy in rural areas, a fund has been established to fund micro power plants, solar cell plants and biogas plants. The local communities contribute with labour to install micro power plants and hire prequalified private producers and suppliers for the implementation. The working method entails that the centre contributes to building capacity and competence, so that the programme can be expanded.

The following results³ have been obtained with technical assistance from Denmark and financial aid from Denmark, Norway and the Nepalese state:

- 373 plans for micro power plants have been granted funding. As of June 2008, 241 of them had been built and put in operation.
- The total generator capacity of all implemented hydropower projects is at 4634 kW.
- More than 40 000 households enjoy electricity from the plants, on average, at least six hours per day. The plants are run by user committees in the local community.

- 106 134 home solar installations provide lighting for an equal number of households (as of June 2008).
- A result of the capacity building and marketing is that 20 producers of small water turbines are accredited by AEPC as professional firms. Additionally, there are a handful of electricians, contractors and consulting firms involved in evaluating design and feasibility of projects. There are also 27 solar energy firms that have established more than 300 offices in rural areas to service local costumers.
- The capacity for installing home solar installations is over 3000 installations per month

Very small power plants of three kW or less have been introduced. They can provide electricity to about 20 households that could not have gained access without this small-scale technology.

Because solar cell panels are expensive, many poor households cannot afford the standard panel of 30 W. By reducing the size to 10 W or even less, this technology has become available to more households.

However, big operational problems linked to micro power plants and home solar installations are being reported. So, it is the poor in remote areas without access to the national electricity grid continue to struggle with a technology that still needs improvement.

³ Source: Project completion reports of AEPC, ESAP verification final report 2008, and ESAP review 2006 final report



Evaluation of budget support to Mozambique 7

A comprehensive evaluation of multiple donors of budget support was completed in 2006. The evaluation covered Mozambique and six other countries. The evaluation examined to what extent and under what circumstances budget support is relevant, cost-effective and suitable for obtaining sustainable poverty reduction and economic growth.

The report concluded that budget support to Mozambique has resulted in the successful cooperation between donors and authorities. The budget support contributed positively to conditions for economic growth and poverty reduction. An important factor in explaining the good results is the durable and established relationship of trust between authorities and central donors.

The most evident and direct effects of the budget support were:

- Harmonisation between a large group of partners and their increased adaptation to national systems
- The increase in the proportion of public expenditures that went through a growing state budget
- The enhancement of planning and budget systems, processes for policy design and macroeconomic implementation





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