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The Norwegian People's Aid, oil and development

A review of Oil for the Common
Good (2007-2011)

Elling N. Tjønneland

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Executive Summary

The NPA has since 2007 implemented an *Oil for the Common Good* programme (OCG) with funding from Norad's Oil for Development programme. The main purpose is to contribute to strengthening democratic control and participation in decision-making processes in petroleum producing countries. Competence building activities have been a major focus in the programme.

This review was commissioned by the NPA. The main purpose is to assess the implementation of the programme with a particular focus on achievements and results in relation to objectives; the strengths and weaknesses; and the main challenges facing the programme. The assessment also addresses the relations between the programme and the NPA strategy and the country programmes in the country concerned, and provide recommendations for the next phase.

The review is based on desk studies of available documents from the OCG programme and other relevant material. It also draws upon a series of interviews with NPA officials in Oslo.

The Programme

The OCG programme is small with a total annual budget between 2 and 3 million NOK in the period. It is dominated by the programmes in South Sudan, Angola and Cambodia with Iraq becoming a new country from 2011. Activities in Bolivia and Ecuador have been limited with most funds reallocated to other countries.

The programme focus in the various countries are varied and has included budget monitoring, transparency, corporate social responsibility, media training and more but with a general emphasis in strengthening capacity of partners to work on these issues.

Assessments

The review notes that the OCG is well aligned with the NPA's policies, guidelines and focus on natural resources and just distribution. The oil sector may easily become even more central in the NPA's development programme, both in relation to the NPA's political programme in Norway and in relation to some of its programme countries.

It is also noted that the NPA struggles with low capacity among its partners, perhaps even more than originally envisaged. The review also notes there appears to be some fragmentation in the NPA approach and uneven and untapped linkages to the regular country programmes and global policy guidelines.

The review finds, importantly, that programme implementation is progressing reasonably well. There are delays, some activities are downgraded and expected outcomes are not likely to be achieved within the current programme period. This has probably more to do with insufficient planning and attention to results than with commitment and focus. The project documents have simply been too ambitious coupled with insufficient attention to assumptions and risks. There has been an improvement in quality of the documents in the period, but there is still scope for further improvement and better attention to results and analysis of both failures and successes.

The OCG is in financial terms a very small programme and becomes costly to manage in its present set-up. This may have contributed to a situation where the programme does not get the attention at head office it ought to have. More could have been done to improve quality, coherence and linkages with the other NPA projects, but it is hard to justify spending more time and resources on a small programme being implemented in 4-6 different countries on three continents.

Recommendations

The NPA faces several dilemmas in deciding on the future of a dedicated programme on oil. They revolve primarily around how to manage a small programme; how can efficiency and effectiveness be improved; and how can NPA strengthen its contribution and value added to such a programme? Based on the assessment of strengths and weaknesses several recommendations are made.

Geographic focus: The NPA should focus on fewer countries and restrict implementation to 2 or at most 3 countries in the next period and only expand when additional funds are available.

Thematic concentration: The NPA should strive towards a better thematic focus and seek to prioritise fewer interventions and if possible stick to one or two focus areas.

Bridge builder and facilitator: It is important that the NPA contributes professionally to the programme beyond financial contribution and management. The NPA must primarily have the capacity and competence to be able to facilitate the use of Norwegian and

comparative experiences and to make it relevant. The efforts by the NPA to rely on inputs from one of its members, the Industri Energi union, in the oil programme in South Sudan is a good example of how this could be done.

Partnership: The NPA has succeeded in developing good policies and guidelines on partnership. At the same time the NPA is under pressure to deliver results and to act as a donor intermediary. It is important that the NPA is able to strike a balance and remains loyal to its ideals of partnership. The NPA's own political identity and ability to provide a professional value added beyond the management of financial relations is important to achieve this. The Oil for the Common Good can be an asset in these efforts – if it is managed wisely.

Management: The NPA is moving in the right direction in establishing procedures for managing OCG, but needs to further improve its head office capacity to manage programme funding and ensure synergies and linkages between programme funding and regular Norad-funded country programmes.

Acronyms and Abbreviations

ACET	African Center for Economic Transformation
ADRA	Acção para o Desenvolvimento Rural e Ambiente
CBO	Community Based Organisation
CD	Country Director
CEIC	Centro de Estudos e Investigacao Cientifica
CMI	Chr. Michelsen Institute
CRRT	Cambodians for Resource Revenue Transparency
CSO	Civil Society Organisation
CSR	Corporate Social Responsibility
DPA	Development and Partnership in Action
DW	Development Workshop
EISEI	Extractive Industry Social and Environmental Impact Network
EITI	Extractive Industries Transparency Initiative
FDA	Amazon Defence Front
HQ	Headquarter
LO	Norwegian Confederation of Trade Unions
M&E	Monitoring and Evaluation
MFA	Ministry of Foreign Affairs
NCA	Norwegian Church Aid
NESI	New Sudanese Indigenous NGOs Network
NGO	Non-Governmental Organisation
NOK	Norwegian kroner
Norad	Norwegian Agency for Development Cooperation
NPA	Norwegian People's Aid
OCG	Oil for the Common Good
OfD	Oil for Development
OPSA	Observatorio Politico e Social de Angola
RWI	Revenue Watch Institute
SAIH	Norwegian Students' and Academics' International Assistance Fund
OHSI	Sudan Oil and Human Security Initiative
WWF	World Wildlife Fund

Preface

This report provides an independent review of the NPA's *Oil for the Common Good* programme (OCG) which has been implemented since 2007 with funding from Norad's Oil for Development programme. The main purpose of this NPA programme is to contribute to strengthening democratic control and participation in decision-making processes in petroleum producing countries. Through this the NPA will contribute to making oil and gas a positive force for development. Based on a recognition that many NPA partners and other civil society organisations in the selected countries have limited knowledge and competence on these issues it was decided to make competence building activities a major focus in the programme.

The review was commissioned by the NPA. It was carried out by Elling N. Tjønneland, senior researcher at the Chr. Michelsen Institute (CMI). He began his work in October with the bulk of the assignment carried out in November/December. The NPA appointed a reference group which provided feedback, comments and advice and helped facilitate interview meetings and access to data.

The purpose of this assignment is to provide a review of the NPA's achievements and challenges in OCG from the launch (2007) to the present (2011). The main purpose is to assess the implementation of the programme, with a particular focus on achievements and results in relation to objectives, the strengths and weaknesses and the main challenges facing the programme. The assessment shall also address the relations between the programme and the NPA strategy and the country programmes in the country concerned, and provide recommendations for the next phase. The full scope of the review is outlined in the Terms of Reference attached as annex 1.

This review is based on desk studies of available documents from the OCG programme and other relevant material from the Norwegian Oil for Development Programme. It also draws upon a series of interviews with NPA officials in Oslo as well as findings from two other carried out by CMI: the review of the NPA's international strategy and work in Cambodia, Ecuador and Ethiopia carried out in 2010, and the 2011 organisational performance review of the NPA and its work in Rwanda. A list of persons interviewed is provided in annex 2.

This review is thus primarily a desk study relying on documents and interviews with NPA staff in Norway. The scope of the study has not provided for field visits or interviews with the NPA partners implementing the OCG programme. This put severe constraints on the ability to assess implementation and achievements.

The review has benefitted from the support and assistance from a number of people. In particular we would like to thank Helle Berggrav Hanssen, advisor and coordinator of the NPA's oil programme, and Kjersti Berre, the NPA's advisor on monitoring and evaluation, both at the NPA head office in Oslo. Aslak Orre at CMI assisted in making accessible documents written in Portuguese.

The draft report was submitted in early February 2012. The NPA provided written comments. The final report was submitted in late February. This printed version is identical with the final report.

The consultant has attempted to address the issues raised in the Terms of Reference and in the comments received. Needless to say, the shortcomings and omissions are entirely ours. The consultant is also responsible for the views and recommendations expressed in the report.

Bergen

November 2012

1. Introduction: NPA and “Oil for Development” – an overview

In September 2005 the Norwegian Government reorganised its petroleum assistance and launched a new *Oil for Development* (OfD) programme. The intention was to double the budget allocation for such assistance during the coming five years. Furthermore, the Government also wanted to broaden the assistance from mainly being oriented towards resource management to include environmental and revenue management. To integrate these different thematic issues or pillars an OfD-secretariat was established in Norad with the responsibility to coordinate and quality assure the work of the substantial and growing number of Norwegian actors involved.¹

The purpose of the OfD programme itself was defined as being to

transfer Norwegian experience with petroleum governance/ management in a way that contribute to lasting reduction of poverty in developing countries, and that the extraction of resources is done in an environmentally friendly way.

The purpose was also stated as

an inter-ministry action for making Norwegian competence more available to developing countries who have oil and gas resources.

The size of the OfD programme, according to the annual reports grew from NOK 82 million in 2006 to 148 million in 2007, 205 million in 2008, 207 million in 2009, 222 million in 2010 and with a planned expenditure of 334 million in 2011.

1.1 The OfD and civil society

The new OfD programme also sought to channel funds to and through international, local and Norwegian NGOs. Civil society organisations were considered important actors in realizing the objectives of OfD. A special funding facility, managed by Norad, was therefore established to provide funding for Norwegian and international NGOs. The amount available for Norwegian and international NGOs began with NOK 5 million in 2007 but has since stayed relatively constant at around 21-22 million per year (including in 2011).

Funding for Norwegian NGOs was originally based on an annual selection process based on applications. The successful applicants then provide various types of capacity building support to their partner organisations in the OfD cooperating countries. The Norwegian recipients of OfD funds for civil society activities are WWF Norway, Publish What You Pay Norway, the Norwegian People's Aid, the Norwegian Confederation of Trade Unions (LO), Friends of the Earth Norway, Norwegian Students' and Academics' International Assistance Fund (SAIH), and the Norwegian Church Aid (NCA).

Total funding to these seven Norwegian NGOs have remained constant in recent years with about NOK 14-15 million annually. In 2009, it was decided that allocations for 2010 and onwards would be

¹ The factual information of the OfD is unless otherwise stated derived from the annual reports and other documents from the OfD programme available from the official website www.norad.no

made on a three-year basis, in order to enhance predictability for the Norwegian NGOs and their partner organisations and to minimize the administrative burden on the NGOs and Norad.

Thematically, the Norwegian NGOs were expected to work to build capacity with partners within two main areas:

1. enhanced transparency and accountability in petroleum governance and revenue management, and
2. environmental and social sustainability in petroleum activities.

Organisations such as Publish What You Pay, LO and the NPA conducted capacity building activities with targeted organisations in a range of OfD cooperating countries, whereas SAIH and the NCA worked with civil society in one country only (Bolivia and Mauritania respectively).

The largest and main international NGO receiving funding was the New York-based Revenue Watch Institute (RWI). They were provided with a three-year (2006-2009) USD 2 million core funding through a frame agreement with OfD. This was extended in February 2010 with a new agreement for core institutional support for the period 2010–2012. The purpose of the RWI OfD programme is “effective, transparent and accountable management of oil, gas and mineral resources for the public benefit in countries where these extractive industries constitute a significant part of economic activity and source of government revenue.” Under this agreement, the RWI received NOK 6 million in 2010.

The RWI funds were spent on research; technical assistance to governments and the Extractive Industries Transparency Initiative (EITI); strengthening the capacity of parliaments in different countries to better understand the nature of the petroleum sector; capacity building for media and civil society organisations; and grant-making to civil society actors in OfD partner countries in Africa, Asia-Pacific, Latin America and the Middle East.

In cooperation with OfD and the African Center for Economic Transformation (ACET), the RWI provided technical assistance to Sierra Leone and Liberia as pilots for the longer-term cooperation between the organisations and as a means for ACET to continue to develop its skills in extractive-industry assistance. The RWI was considered by OfD to have played an important role in providing support to EITI implementation in countries such as Afghanistan and Iraq.

1.2 “Oil for the Common Good” - the evolvement of a programme²

OfD-funding to NPA began with support for a joint NPA/LO-conference in Stavanger in November 2007.³ It brought together some 30 representatives from 15 trade unions and 9 civil society organisations from 9 developing countries with 35 representatives from Norway (in addition to LO, the Industri Energi union and the NPA various government agencies, Statoil Hydro and OfD also participated). The objective of the conference was to focus on the importance of democratic participation and control with regard to the production and the distribution of national petroleum resources. OfD provided NOK 1.06 million for the conference.

For 2008 OfD provided the NPA with NOK 2.5 million for what was now termed the *Oil for the Common Good* programme (OCG). The NPA intended to provide support to civil society partners in 7

² The story has been pieced together from documents, mainly from the annual applications and reports to Norad, but with supplementary data from interviews.

³ Cf. also the unpublished report from the NPA, LO and Industri Energi, *How to make oil a blessing – not a curse, Report and recommendations from the conference*, Stavanger, Norway – 19-21 November 2007 (unpublished, 4 pages).

countries (Mozambique, Tanzania, Angola, Sudan, Cambodia, Bolivia and Ecuador). The original application had a budget of NOK 3.3 million. The main purpose was to

1. do mapping/desk studies of the situation in the respective countries (identify main challenges, relevant actors, etc);
2. build competence among partners; and
3. hold regional conferences.

All activities in Bolivia and Ecuador were delayed and were moved to 2009. Several activities in the other countries were also delayed and moved to 2009. A main event was the organisation of a regional conference in Dar es Salaam in November. This brought together some 40 NPA staff and representatives from partner organisations in Africa (Angola Mozambique, Sudan and Tanzania) as well as Cambodia and resource persons from Nigeria and Uganda. The Dar conference was in effect a sequel to the 2007 Stavanger conference (although no trade unions were present at this meeting).⁴

In 2009 the NPA received the same amount (2.5 million, but based on an application for 3.6 million). The purpose was to continue with support to capacity building in the 7 selected countries and to help strengthen partners' ability to lobby and to do advocacy. Many planned activities were carried out, especially in Sudan, Angola and Cambodia, but there was also severe delays and non-action in some countries. It was decided to end the programme in Mozambique and Tanzania (with effect from 2010). There were some activities in Bolivia, but none in Ecuador.

OfD provided a three-year grant for the 2010-2012 period with NOK 2 million annually. The NPA retained the same focus and the 5 countries, but added Iraq as a new country beginning in 2011. The purpose or objective, according the application to Norad, was defined to be

to contribute to the strengthening of civil society organisations that are active participants on their countries, working to influence decision making to achieve transparent and democratic societies with equitable distribution of resources.

The main beneficiaries were listed as

civil society organisations engaged, or wanting to engage with the extractive industry sector, but also members of parliament and journalists from local/national media.

Programmes have been running in Angola, South Sudan and Cambodia, but there were no OCG activities in Bolivia and Ecuador in 2010 and 2011 and funds allocated were reallocated to South Sudan. The programme in Iraq began in 2011.

The NPA's OCG programme is managed by the individual country office, but is assisted by a coordinator at the NPA head office in part-time position. She mainly focuses on coordinating proposals and reporting between the NPA and Norad's OfD programme.

The country programmes

The NPA's OCG programme was dominated by the three country programmes in South Sudan, Angola and Cambodia. The programme in South Sudan was by far the biggest of these. Following the desk study in 2008 the NPA developed a programme which sought to build capacity of civil society

⁴ See the report, *Oil seminar in Dar, November 27-19, 2008, Organised by the Norwegian People's Aid (NPA)*, (unpublished 3 pages).

actors in South Sudan and strengthen their competence in engaging with oil issues.⁵ The expected outcomes/results of the 3-year programme is that

1. the targeted CSOs has increased advocacy capacity and can function as watchdogs in the oil sector in South Sudan;
2. the oil task forces in the three targeted oil-producing provinces are monitoring activities of the oil companies and government and civil society are engaged in advocacy and lobbying; and
3. media in the targeted provinces is playing a role in raising public awareness related to environmental issues and transparency and governance in the oil sector.

At first the NPA sought to work with a major local NGO network (NESI), but this network did not have the sufficient minimum capacity to run with a programme of this nature. Another partner was therefore located (*Sudan Oil and Human Security Initiative* which also was one of the NESI members). The NPA was also *de facto* forced to take a more pro-active role in the programme. This was also reinforced by the NPA's unique and strong position in the country which *inter alia* manifested itself in regular requests from the Government of South Sudan for technical assistance and help from the NPA in relation to oil issues and development of an oil policy.

The evolving programme had two main components. One – and the dominant – was efforts to establish and train oil task forces bringing together civil society actors in the three main provinces with oil resources (Jonglei, Unity and Upper Nile State). Support has involved training courses for members, workshops and support to the running of these task forces. The task forces are intended to meet regularly and to interact and engage with provincial authorities. Studies have also been undertaken such as a survey of corporate social responsibilities of oil companies in the country. The process has been slow in getting off the ground. At present task forces are functioning, but with very limited capacity, in two of the three provinces.

A second component is training of journalists in this area. This has included regular training courses as well as on-the-job training and in the field with the aim of equipping journalists to do investigative journalism. External consultants have been commissioned to deliver the training.

The NPA co-operates with the Norwegian trade union in the oil and gas sector (Industri Energi) in the South Sudan programme. The union provides additional financial support and professional support and inputs to the training and workshops. South Sudan is the only example of any significant co-operation between Norwegian trade unions and the NPA after the 2007 conference in Stavanger.⁶ There is also some networking and co-operation with international NGOs (Global Witness, Revenue Watch, the European NGO Consortium on Oil in Sudan and others).

⁵ In addition to the applications and reports to Norad see also the desk study which began the Sudan component; Diress Mengistu, *Desk Study on Key issues related to Oil Development in Sudan* (unpublished report to the NPA South Sudan, 25 pages, July 2008). See also the report from the first event funded by the OCG in Sudan – a conference in the Unity State in November 2008: *NESI End of Project Report for the Period October – November 2008* (unpublished report from NESI to the NPA, 17 pages, December 2008). The NPA and Industri Energi have published a joint presentation booklet of the oil programme in Sudan: *Olje og utvikling i Sudan. Rapport 2010*, Oslo 2010 (4 pages). In October 2011 the NPA published a commissioned study which gives a good introduction to some of the key issues facing the oil sector, K. Ives and M. Buchner, *Implementing CSR in South Sudan: Challenges faced by the oil sector in implementing international human rights*. Juba: Integrity/Norwegian People's Aid.

⁶ See also the presentation by Industri Energi at the Task Force conference in Upper Nile, South Sudan in August 2011, *CSR and negotiating deals with oil companies Norwegian experiences*, power point presentation by Espen Løken.

South Sudan is also a main country for the Norwegian Government's OfD programme. There is some division of labour in the sense that the NPA focuses its work in the three provinces where there is oil while the OfD is targeting the central authorities in Juba. There has been limited or no communication or dialogue between the Norwegian Government/Norad and the NPA in relation to Sudan although there are some informal interactions with the individual consultants commissioned by the OfD to work with the Government of South Sudan.

The programme has an annual budget of NOK 2.4 million for the 2010-2012 period, but with additional transfer of unspent funds from the Ecuador and Bolivia programme and supplementary funding of NOK 300 000 per year from Industri Energi.

In Angola, the NPA's oil focus is on strengthening the capacity of civil society actors to monitor the national budget and public spending and their ability to engage with authorities on these issues.⁷ The expected outcomes and results are

1. the development of a lobby strategy to increase public spending on education, health and agriculture;
2. establishment of a network of CSOs that can monitor public expenditure in health, education and agriculture;
3. the Angolan Civil Society Network on Education For All is able to discuss with the Angolan government through the Ministry of Education about problems affecting schools and teachers; and
4. targeted parliamentary budget committees are influenced by the advocacy efforts of civil society.

A major local NGO, *Acção para o Desenvolvimento Rural e Ambiente* (ADRA) was selected as the local partner. Initially one additional partner (*Development Workshop*) was also involved, including participation in the Stavanger and Dar workshops, but with the limited funds available and the selected focus (budget monitoring) ADRA was retained as the sole partner. Both ADRA and the Development Workshop are partners to the NPA in other projects (from 2011 Development Workshop is no longer a formal partner).

The main focus of ADRA's activities has been a series of training workshop targeting civil society organisations in selected provinces. Officials from these provinces have also participated in some of the workshops. A main emphasis in the training has been to provide a basic introduction to the national budget with a special emphasis on expenditure on agriculture, education and health. In 2010 four workshops were held for a total of 120 participants from 50 civil society organisations in 7 provinces. In 2011 the main training activity was a two-day workshop in Luanda for about 25 participants from 6 provinces. A research institute (CEIC) at the Catholic University – *Centro de Estudos e Investigação Científica* (CEIC) - was commissioned by ADRA to provide the training.⁸

This training has helped participants to use their skills in advocacy. The NPA reports that following the 2011 training two participants attended a meeting between different members of civil society and Members of Parliament discussing the national budget. They suggested that Parliament should not approve the National Budget without listening to citizens about their concerns and priorities. They were also advised to concentrate less of public expenditure on some provinces (Luanda in particularly) and provide more funding to others.

⁷ The factual information is derived from the applications and reports to Norad.

⁸ See also the report from CEIC, *Relatoria do Seminario de Capacitacao Institucional Sobre Orcamento Geral do Estado em Angola*, Luanda, Novembro de 2011 (unpublished, 8 pages).

In the same line of thinking, two participants from the Malanje province promoted a debate on the cycle of the National Budget to citizens living and working outside of the capital city.

In addition ADRA has produced three studies in 2009 providing basic information on the Angolan budget, oil revenues and a mapping of civil society.⁹ Furthermore, ADRA has organised workshops and facilitated public debate on the budget and social spending. The participating civil society organisations are expected to monitor what is happening to public spending in their province focusing on education, health and agriculture, and then report to ADRA which in turn submits consolidated findings to the relevant parliamentary committees and ministries.¹⁰ Public spending to these three sectors has increased significantly in 2011-12, and the NPA believes that the programme has at least played a small part in this.

Angola is a major country for Norwegian investments in the oil sector. The country is also a priority country for the Norwegian Government's OfD programme. There is however, no links or dialogue between the NPA's oil programme and the main Norwegian involvement in the oil sector through OfD or Norwegian companies. The Norwegian Church Aid is also focusing strongly on budget monitoring and oil revenues in Angola through its "Economic Justice" programme.¹¹ There has not yet been any formal communication and dialogue between the NPA and the NCA on how the two organisations could work together, but both resident representatives have agreed that this ought to happen.

The Angola programme has a budget of about NOK 1 million for the current three year period, but with 30% reduced transfers in 2011 due to re-allocation from NPA Head Office to programme review and some under spending in previous years. This significantly reduced the scope of activities in 2011 compared to 2010.

In Cambodia the NPA partner in the OCG programme is *Cambodians for Resource Revenue Transparency* (CRRT), an NGO coalition established in 2008, originally with five NGOs as members. It seeks to be an agent of constructive engagement with the government and the private sector to help ensure that revenue from Cambodia's expanding extractive industries is equitably and transparently managed. The NPA has been a main donor of CRRT since the launch.¹²

The stated outcomes and results are

1. to ensure that civil society and groups affected by extractive industries are able to actively participate and lobby for more transparency in the management of revenues from the sector;
2. improved regional cooperation with similar initiatives in Southeast Asia; and

⁹ They are all commissioned by ADRA and written by the same consultant, Guilherme Santos, *Petroleo e desenvolvimento, ao orcamento geral do estado. Questoes crucias* (unpublished 64 pages, April 2009); *Das convencoes internacionais, legislacao fundamental e ordinaria, as politicas publicas* (unpublished 25 pages, April 2009); and *Mapeamento das organizacoes da sociedade civil e igrejas com potencial de influenciar politicas publicas* (unpublished 67 pages, April 2009).

¹⁰ The main report and submission from ADRA in cooperation with OPSA (Observatorio Politico e Social de Angola) is the 2011 *OGE 2011. Elementos para o debate* (unpublished, 14 pages, 2011).

¹¹ See also the 2011-2015 plan for NCA, *Country plan 2011-2015 Angola*, unpublished 27 pages, available from <http://www.kirkensnodhjelp.no/PageFiles/816/Country%20Plan%20Angola%202011-2015.pdf>

¹² Apart from the applications and reports to Norad see also more on the Cambodia programme in annex1 in E. N. Tjønneland & Arne Tostensen, *Making Partnership Work. Vision and Implementation of a Development Programme*, Bergen: CMI 2011 (available from <http://www.cmi.no/publications/publication/?4031=making-partnership-work>). See also the recent evaluation of CRRT, Eva T. Thorne, *Evaluation of the Cambodians for Resource Revenue Transparency* (unpublished, 46 pages, 2011). This report was commissioned by CRRT.

3. improved transparency from the government and foreign oil companies.

The activities supported include fact finding (such as compilation of basic information on revenues from oil, gas and mining), awareness raising, and training.

The NPA is also funding - through its regular country programme - a related set of activities through another NGO (*Development and Partnership in Action* – DPA, primarily to enable it to host the *Extractive Industry Social and Environmental Impact Network* - EISEI). DPA is a major NGO and was one of the founding members of CRRT.

Cambodia is also a cooperating country for the Norwegian Government's OfD, but it is not a priority country like Angola and South Sudan. The OfD has provided some technical assistance to the Cambodian government, including training at the Petrad eight week training courses in Stavanger. One person from CRRT has also participated in this course. In 2011 there were no new activities under OfD with Cambodia. The NPA programme on civil society is now the main channel of engagement. In the past the Norwegian OfD support to the Revenue Watch Institute has also included some modest support to civil society in Cambodia.

There has been very little engagement between the NPA's OCG programme and Norwegian government's OfD programme, but some informal communication with the Norwegian consultants providing technical assistance to the Cambodian government.

The NPA OfD programme has a total budget of about NOK 1.3 million for the three year period.

These three country programmes accounts for most of the funds granted to the NPA's oil programme. The current three year grant from Norad also provides for a programme in Iraq. The programme was launched in 2011. It seeks to create public awareness, build advocacy capacity among civil society organisation, and ensure that partners have the skills to lobby for better distribution of Iraq's natural resources. Two partners are identified as implementing agencies for the NPA programme; *Kirkuk Journalist Group* and the *Shauoob Institution of Culture and Democracy*. Several activities were implemented in the first year. The total budget for 2011 and 2012 is NOK 350 000.

Bolivia and Ecuador have been involved since the beginning, but the programmes here have not been implemented. The defined outcomes and results in the current programme document for these two countries are civil society contributions to the shaping of the management of hydrocarbon resources in the two countries. A second interesting outcome is also added – an active lobbying of the Norwegian OfD programme and Petrad with a view to ensure that CSO perspectives are reflected in recommendations from Petrad and OfD to the governments of Bolivia and Ecuador. However, hardly any activities have been implemented, neither in the past nor in the current phase. The NPA partners have not taken up the petroleum agenda and shown sufficient interest in the OCG programme and the NPA regional office in Latin America has not therefore wanted to pursue the issue. Unspent funds are regularly reallocated to other activities and to the OfD programme in South Sudan in particular.

There are however, some oil-related activities funded through the NPA's regular programme. In Ecuador the NPA supports an NGO, the *Amazon Defence Front* (FDA) which supports communities affected by oil extraction. FDA has also sent a representative to the Petrad course in Stavanger. Furthermore, the NPA regional office in Latin America has been active in relation to the Norwegian Government's OfD programme and made several recommendations and suggestions.

The original budgeted costs for the 2010-2012 programme in Bolivia and Ecuador was about NOK 660 000.

2. Assessing the NPA's oil programme

A focus on the oil sector and management of oil revenues fits very well with the NPA's international strategy with its emphasis on just distribution of access to natural resources. In assessing the *Oil for the Common Good* programme some immediate observations can be made. One is that the NPA's OCG programme is very small with limited funds at its disposal. A second is that the NPA struggles with low capacity among its partners and implementing agencies. A third is delays in implementation. And finally, there appears to be some fragmentation in the NPA approach and uneven and untapped linkages to the regular country programmes and global policy guidelines.

This chapter examines key dimensions in the NPA's OCG programme and seeks to identify main strengths and weaknesses, achievements and challenges. The discussion draws heavily on impressions from the three main programmes in Angola, Cambodia and South Sudan.

2.1 Implementation: Activities and results

The OCG project document for the current 2010-2012 period contains an ambitious list of activities and outputs.¹³ The three main country programmes have approached and implemented the projects differently, but a number of similarities also stand out. One is that the civil society partners in all the three countries are weak; they have limited knowledge of the oil sector and limited experience in advocacy and lobbying. This has, in the case of South Sudan – where the NPA's civil society partners may be particularly weak - forced the NPA to take a much stronger and more proactive role in shaping and implementing the programme. In the other countries the NPA office has been more passive and has – in line with the spirit of the NPA development programme - left implementation to partners. The strongest partner is in Cambodia where the partner has a sole focus on extractive industries. In the case of Bolivia and Ecuador where the partners tend to be relatively strong organisations, the NPA abandoned the oil programme since the NPA office did not want to push a programme where the main partners had limited interest in these issues.

In all the three main countries activities have been implemented and outputs have largely been achieved although with frequent delays. The scope of activities has often been less than originally envisaged. Many of the expected outcomes listed in the project document are not likely to be met by the end of the current project period in 2012.

Failures to reach expected outcomes may have more to do with unrealistic and too ambitious objectives than with failures to implement activities. In Angola, the partner has made important achievements in putting together basic information about the budget, in providing training to local CSOs in selected provinces, and in facilitating some independent monitoring of social spending. We do not have any data from this desk study of the extent of actual budget monitoring by civil society and the quality of the monitoring, but we do expect – based on the documents and general impressions – that the ability to translate knowledge into actual lobbying for changes in public spending remains limited. On the other hand, it is difficult to see how much more could have been achieved given the weak capacities, the difficult political environment in Angola and the small size of the programme. Some activities in the 2010-2012 period have not (yet) been implemented. This includes training on gender budgeting for parliamentarians which did not take place in 2011, but is planned for 2012.

In Cambodia the partner is a new but established NGO with a sole focus on extractive industries (oil, gas and mining). The partner (CRRT) has a good strategy and work plans to address the relevant

¹³ Cf. the 12-page final 2010-2012 project summary, attached as annex 1 to the project agreement between the NPA and Norad (25 March 2010).

issues and is widely regarded as filling an important niche in the civil society landscape in the country. However, CRRT also has a number of weaknesses which – according to a recent evaluation – have impacted negatively on its ability to deliver, especially in relation to the advocacy dimension.¹⁴ Its recruitment of members and outreach to communities remains a fraction of what was listed in the project document.

It is too early to make any assessments of the wider impact of the OCG-programme in the countries where the NPA implements this. There is no doubt that this programme potentially may contribute to strengthening the capacity of the civil society organisations to work on oil issues, to help make governments more accountable, and to help develop more just public policies. Significant results here can however, only be achieved in the long run.

To succeed in achieving these intended wider impacts, the NPA may also address and pay more attention to effectiveness issues. This includes interaction with other related interventions, even harmonization where that is possible. This includes the Norwegian OfD programme in the countries where the NPA operate, but also related initiatives by other NGOs. In the case of e.g., Angola, the Norwegian Church Aid has launched a similar project on budget monitoring with OfD-funding. There may be some benefit in exploring ways and means of working together or coordinating NPA/NCA projects in this area.

Despite these critical remarks, the review will still conclude that the NPA's OCG programme has been a reasonable success in the countries where it has been implemented. Considering the small size of the programme and the very limited funds available the level of activities and outputs delivered is in most cases impressive. There has also been important progress over time in the quality and relevance of the activities. The case of Angola appears to be less impressive with more limited activities compared to the other countries and with decreasing activities in 2011 compared to earlier years. It should however be added that there has been a major reduction in the Angola budget for 2011 compared to 2010. Under spending and poor management in 2010 forced the NPA to return some of the allocated funds that year.

2.2 Partners and capacity building

“Weak capacity of partners” is a common theme when the NPA staff is asked to identify major challenges facing the programme. Most partners in the OCG programme have limited knowledge of issues related to oil sector, their organisational strength is weak, and their ability to lobby and campaign for changes in public policy is limited. This raises three issues: Has the NPA selected the right partners? How does the NPA provide support to capacity building? And does the civil society partners benefit from the NPA's capacity building?

In terms of selection we note that the original partner in South Sudan had to be replaced due to failure to perform, but this has probably more to do with the state of civil society than with the selection. Both in Angola and Cambodia the OCG-partners are committed to the programme and are generally considered to be the key players within civil society on these issues. In the case of Bolivia and Ecuador, the NPA has so far opted not to implement the programme because the current partners are not committed to the work in this area. This may not be entirely correct as there is at least one of the existing partners doing work in this area.

How do the NPA provide support to partners? And how do they contribute to strengthening their capacity in this area? At the outset it must be emphasized that the primary objective of the programme

¹⁴ See Eva T. Thorne, *Evaluation of the Cambodians for Resource Revenue Transparency* (unpublished, 46 pages, 2011). This report was commissioned by CRRT.

is not to promote institutional strengthening of partners. The available documentation does not really enable us to draw firm conclusions about how this is done and what impact it may have had. The general impression from all countries is that the capacity building has revolved around support to planning and reporting. In South Sudan there have also been efforts to strengthen the basic ability and capacity to run an organisation and manage activities. In Angola, the support has revolved around the selected NPA partner (ADRA) providing training courses in budget monitoring to other CSOs.

These activities have been running for a very short period and the results will be limited at this stage. What will be the likely impacts? We do know from other studies of the NPA, as well as from general findings from other Norwegian and international NGOs, that there is increasing emphasis on capacity building with more funds being provided for this.¹⁵ We know that this has helped individual partners respond better to the growing demands placed on them by Norwegian NGOs and by Norad in terms of specifying their plans and responding to new reporting requirements. Whether it has contributed to strengthening their overall capacity is more difficult to determine.

2.3 Professional development and value added

The general impression from previous studies of the NPA partnership policy and practices is that it is highly appreciated by most partners. The relations are characterized as flexible and friendly and partners value the NPA for other reasons. The NPA tend to be valued because they provide access to support for enhancing skills and build their own capacity; they provide opportunities for networking and dialogue with other partners; and they provide bonds of solidarity, moral and political support. The partnership, built as it is on financial flows from north to the south, is however under-pinned by a degree of dependence which necessarily colours the relationship.

What professional support does the NPA provide to their partners in the implementation of the oil for development programme? This seems to be both uneven and in most cases limited. In the case of South Sudan the NPA is playing a stronger and a more professional role on oil issues compared to the other countries. This may partly be because the NPA office in the country has staff with professional skills on these issues, but also because they have tapped into other Norwegian skills and resources, more specifically the Norwegian trade union federation, Industri Energi. The union has been able to provide professional inputs and advice based on relevant experiences from Norway. This has included lectures at training courses and seminars in Sudan. Furthermore, the programme in South Sudan has also commissioned inputs from other international NGOs and experts.

The programmes in Cambodia and Angola, on the other hand, do not seem to have involved any substantial professional input by the NPA beyond technical and managerial assistance. A 2009 external review of the Norwegian Embassy-funded NPA-programme in Angola examined the relations between the NPA and Angolan NGO partners, including ADRA. The review gives high praise to the NPA's ability to provide financial and technical support to partners, but finds limited added value from the NPA partnership beyond funding. The NPA gets a much lower score on its ability to engage with partners on substantive thematic issues and in providing programme advice. The added value

¹⁵ Cf. E. N. Tjønneland & Arne Tostensen, *Making Partnership Work. Vision and Implementation of a Development Programme*, Bergen: CMI 2011 (available from <http://www.cmi.no/publications/publication/?4031=making-partnership-work>) and E. Tjønneland & Gisle Hagen, *Organisational Performance Review of the Norwegian People's Aid*, Final Report, September 2011 (forthcoming: Norad 2012). See also more on this in the forthcoming report from Norad's civil society panel, *Tracking Impact. An Exploratory Study of the Wider Effects of Norwegian Civil Society Support to Countries in the South* (draft report January 2012).

from the non-financial contribution from the NPA was found to be limited although the NPA partners in the country strongly protested against this finding.¹⁶

None of the partners seemed to have provided any direct input or made any substantial contribution to the evolution of the NPA's own policies and programmes.

2.4 "Oil for the Common Good" and the international strategy

The OCG programme may be small, but it is well aligned with the NPA's international strategy and guidelines. The 2008-2011 international strategy and the 2011 policy document on land and natural resources strongly emphasizes the NPA commitment to democratization and a more just distribution of land and resources. The policy document states that the NPA¹⁷

maintains that natural resources belong to the people and should therefore benefit the common good. An adequate policy framework and mechanisms for participation must be in place to achieve this Currently there is an increasing competition as regards access and control of natural resources. There is also a tendency to increased conflict related to investments in these resources.

Furthermore, it concludes that the NPA in this area shall work

with organizations and social movements in programme countries to support their agenda and strengthen their capability to be heard in political decision making processes, both on a local and national government level and to inform public opinion. In Norway and internationally, NPA works to influence policies regarding natural resources and land.

The NPA's OCG programme is however small, and the linkages between the regular country programme and the oil project has been uneven. In Cambodia the NPA has a subprogramme on this and also provides some funding for work in extractive industries from the Norad-funded country programme. In Angola and South Sudan there does not seem to be specific work on this through the Norad-funded country programme or from other funding sources. However, the NPA in both countries emphasise that the OCG programme is a natural extension of the country programme. In South Sudan there is an emphasis on natural resources and land in the country programme and the work on oil is a natural component within this focus. The media component in the OCG is also a natural extension of the Norad media-programme in the country programme. In Angola, the main partner in the OCG programme (ADRA) is a partner both in the Norad-funded and the Embassy-funded programmes. There is also related work through the country programme focusing on civil society mobilization and public policy.

There is however hardly any communication, dialogue or exchange of experiences between the three OCG-programmes in the countries where the NPA implements this programme. Nor are there any linkages between budget-monitoring in Angola (the main focus on the oil programme there) and the country programme in Rwanda where the NPA has its strongest and biggest budget-monitoring

¹⁶ See Manolo Sánchez et al., *Mid-Term Review of the Strategic Partnership for Civil Society in Angola. Final Report*, Oslo: Scanteam, December 2009 (unpublished). The NPA convened a workshop with partners to discuss the report in March 2010.

¹⁷ The quotes below are from the 2011 policy document on land and natural resources, available from http://www.npaid.org/filestore/NFH_POLICYLand_and_nat_res.pdf

programme.¹⁸ These issues were also discussed at the Dar-conference in 2008. It was concluded that coordination and exchange of experiences was a good thing, but that the main priority ahead was to develop proper national programmes.

There does not seem to be any systematic reflection or professional coordination of the OfD at HQ (it is mainly focused on technical management issues and reporting). The NPA is a member of the Norwegian Publish What You Pay NGO (and sits on its board) which is also a main recipient of funding from Norad's OfD programme, but does not seem to have made use of these resources in strengthening or developing their own OCG programme. The South Sudan programme, and the cooperation with the trade union Industri Energi, is a partial exception to this in the sense that the NPA is trying to build on the lesson from this project in working with Industri Energi.¹⁹

A main reason for this limited co-operation and interaction may also have to do with the small size of the programme. The transaction costs of doing more at head office is simply too high – we will return to this below.

2.5 Political work

The purpose of the NPA's development programme goes beyond just supporting civil society actors. The NPA also seeks to be a direct political actor working for political change through mobilising and influencing the Norwegian government and global actors. The 2008-2011 international strategy lists several objectives related to natural resources. This include:

- *Make the redistribution of resources a top priority on the development agenda; ...*
- *Monitor the international oil and energy sector and its compliance with human rights and development needs;*
- *Lobby for internationally binding regulations for the private extractive sector;*
- *Develop NPA's expertise on land and resource rights.*²⁰

The 2011 policy guidelines on land and natural resources makes a stronger case for focusing on Norwegian political interests and the role of public and private companies, including the investment policies and practices of the Government's Pension Fund. The NPA will:

*Monitor Norwegian investments in natural resources (enterprises or investments of the Norwegian Government Pension Fund Global) when these take place in programme countries and particularly if constituencies of partner organizations are involved. When relevant, raise issues of concern with Norwegian authorities (...) Use concrete experiences in recommendations to Norwegian development policies.*²¹

¹⁸ See more on the NPA's budget monitoring in Rwanda in E. N. Tjønneland & G. Hagen, *Organisational Performance Review of the Norwegian People's Aid*, Bergen: CMI Commissioned Report 2011 (forthcoming Norad 2012). This review was focused on the NPA programme in Rwanda.

¹⁹ See, e.g., an internal memo *Notat vedr. samarbeid med Industri Energi* (undated, late 2011). This was prepared by a working group exploring how to further develop the cooperation with this trade union federation.

²⁰ The quote is from the NPA 2008-2011 international strategy available from <http://www.npaid.org/filestore/NPAInternationalstrategy2008-20112.pdf>

²¹ The quote is from the 2011 policy document on land and natural resources, available from http://www.npaid.org/filestore/NFH_POLICYLand_and_nat_res.pdf

The NPA does pursue these objectives, but it has not really been able to create any linkages with the OCG programme or to make use of the OCG activities on the ground in its own political mobilisation and interventions at home or globally. Angola may serve as an illustration: The NPA programme focuses on budget monitoring, but there does not seem to be any major engagement or activity from the NPA focusing on the role of the Norwegian oil companies or the Norwegian OfD programme in Angola. The NPA's country director does however, interact regularly with the Norwegian embassy and other stakeholder and beneficiaries within Angola on these issues. The strong Norwegian involvement in Angola's oil may suggest a stronger NPA focus on Norway's role. In Bolivia and Ecuador, on the other hand, a focus on the role of Norway, was build into the programme from the start. Here the programme has not really been implemented due to limited interest from partners, but the NPA regional office has maintained an active role in making submissions and interventions regarding Norwegian involvement in the oil sector.

2.6 Management

The OCG programme is in financial terms fairly small with a current annual budget of NOK 2 million. At the head office it is managed by one programme coordinator which also has a number of other tasks. This implies that the OCG coordinator in practice only has time to focus on the technical dimensions – reporting and finance in relation to Norad as well as between the head office and the country offices. Professional or more substantive issues may be addressed but more in an *ad hoc* manner and in response to specific questions or requests from the country offices. In practice the country advisors at the head office will deal with substantive issues. This was also formalized in 2010 (Memo 5) with the new 2010-2012 programme which gave the country advisors added responsibilities.

This study has not really allowed for any proper assessment of the financial management, but we have no reason to believe that the funds have not been used efficiently and resourcefully. However, the transaction costs are probably very high in such a small programme. There are several “administrative layers” between the receipt of funds from Norad’ OfD programme, passing through the country office, on to the local partner, and then on to the ultimate beneficiaries. In the 2010-2012 grant letter from Norad it was also requested that the number of countries were reduced in order *inter alia* to improve the quality of the programme.²²

The transaction costs have increased as a result of Norad’s failure to ensure a better harmonization between Norad’s OfD grant and the regular grant to the NPA. This increases the administrative burden of reporting.

The project documents and reports are uneven in quality and scope, but with a general improvement over the years. The 2010-2012 project document is much better than the previous ones. The defined outcomes can still be improved. In the Angolan case it is stated that this is that partners engage in “public debate on the oil and gas sector” when public debate on the “budget and public expenditure” may better capture what the NPA seeks to achieve. Likewise one easily jumps to the conclusion to changes in public spending may be the result of specific NPA-funded interventions.

²² See also *Memo 5/2010 to NPA OfD Program Countries*, (unpublished, from International Program Department, 05.03.2010, 3 pages).

The improvements that we witness in the current project document stem both from internal learning (the OfD focus was new to the NPA), but also from the NPA's stronger attention to results in the period under review.²³

The weakest dimension in the document is still reporting in relation to plans and expectations, and in analyzing failures and external risks. In the 2009 report from the NPA in Angola we are informed that members of parliament have been trained in gender budgeting and that this is expected to lead to changes in the budget from 2010. Apart from the attribution problem the subsequent 2010 and 2011 reports does not say anything about what happened to the budget. The planned gender training in subsequent years was not implemented but this is not mentioned or explained in the reports.²⁴ We have later been informed that some modest activities did take place, but at a much reduced scale in 2011 due to the reduced funding. The gender training scheduled for 2011 did not take place, but is planned for 2012.

The risk analysis is also rather short on substance and even in some cases questionable. In an outline of the risk for the OCG in Angola case we are e.g., told that there is a "pact between the US and Angolan government to turn the country into a military regional power house". This is in turn may undermine the efforts to increase social spending according to the NPA report.²⁵

And finally, the achievements and results documented or listed in the reports seems primarily to be intended for the donor (Norad's OfD programme). It does not seem to have been used by the NPA as an input to strategic planning and in discussions of what the NPA wants to do or where it wants to go with the programme

²³ See, e.g. the Norad organisational performance review referred to above for an assessment. In Angola and Cambodia there has been training workshops for NPA staff and partners on results and reporting. See also the NPA handbook/guidelines by Kjersti Berre, *Observing Change. Results based planning, monitoring and reporting (PMR)*, Oslo: NPA 2010.

²⁴ These remarks are based on a reading of the annual reports on the OCG programme from the NPA to Norad.

²⁵ The quote is from p. 7 in the section dealing with risk analysis in Angola contained in Attachment 1 to the three year project agreement between Norad and the NPA (25 March 2010).

3. Main findings and recommendations

Some important findings, messages and recommendations emerge from this desk review of the NPA's "Oil for the Common Good" (OCG) programme which began in 2007 and is now entering the final year of the current three year cycle.

First, it is important to emphasise that programme implementation is progressing reasonably well. There are delays, some activities are downgraded and expected outcomes are not likely to be achieved within the current programme period. This has probably more to do with insufficient planning and attention to results than with commitment and focus. The project documents have simply been too ambitious coupled with insufficient attention to assumptions and risks. There has been an improvement in quality of the documents in the period, but there is still scope for further improvement and better attention to results and analysis of both failures and successes.

Secondly, the OCG is well aligned with the NPA's policies, guidelines and focus on natural resources and just distribution. The oil sector may easily become even more central in the NPA's development programme, both in relation to the NPA's political programme in Norway and in relation to some of its programme countries. The OCG is currently the main source of funding for engagement on these issues.

Thirdly, the OCG is in financial terms a very small programme and becomes costly to manage in its present set-up. This has contributed to a situation where the programme may not get the attention at head office it ought to have. More could have been done to improve quality, coherence and linkages with the other NPA projects, but it is hard to justify spending more time and resources on a small programme which is being implemented in 4-6 different countries on three continents.

The NPA faces several dilemmas in deciding on the future of a dedicated programme on oil. They revolve primarily around how to manage a small programme; how can efficiency and effectiveness be improved; and how can NPA strengthen its contribution and value added to such a programme? Based on the assessment of strengths and weaknesses identified in the period under review we present a number of recommendations for consideration.

3.1 Geographic focus and concentration

The OCG programme is small and transaction costs easily becomes high. The solution to this is primarily to focus on fewer countries. Implementing a programme of this size in 4-6 countries is simply too much. In the next period the NPA should implement this programme in not more than 2 or at most 3 countries. Expansion can be justified if supplementary funding – from the regular country programme or other sources – can be found.

It is recommended that the NPA concentrates on countries where

- there may be strong linkages to other projects in the country programme;
- the NPA has the capacity to also provide a professional value added to the programme; and
- there is Norwegian commercial or political engagement in the oil sector.

3.2 Thematic Concentration

The NPA should strive towards a better thematic focus in the OCG. Today the programme covers a range of issues – from budget monitoring and transparency to corporate social responsibility, media training, environmental issues or indigenous peoples' rights. These focus areas are often derived from local needs, but we recommend that the NPA should seek to prioritise fewer interventions and if possible stick to one or two focus areas. This may increase impact of limited funds, decrease management costs and make professional inputs from the NPA easier. This does contradict the important principle of adapting country programmes to local needs.

3.3 The NPA as bridge builder and facilitator

It is also important that the NPA is able to contribute professionally beyond financial contributions and management. This does not necessarily mean that the NPA staff in the country office should have professional competence on oil issues, but the NPA office should have the capacity and competence – supported by head office – to be able to mobilise and draw upon Norwegian resources such as among its member organisations, and international partners and to communicate Norwegian and comparative experiences and make it relevant. The effort by the NPA to rely on inputs from the trade union Industri Energi in the oil programme in South Sudan is a good example of how this could be done.

3.4 Partnership

The NPA has succeeded in developing good policies and guidelines on partnership. At the same time the NPA is under pressure to deliver results which sometimes may force it to act as a donor intermediary. These pressures may easily pull the NPA in different directions. It is important that the NPA is able to strike a balance and that it remains loyal to its ideals of partnership. The NPA's own political identity and ability to provide a professional value added beyond the management of financial relations is important to achieve this. The Oil for the Common Good can be an asset in these efforts – if it is managed wisely.

3.5 Management

The NPA has moved towards a situation where a part-time coordinator at head office deals with administrative and planning/reporting issues in relation to Norad while the country offices assisted by the country advisors at head office have the responsibility for the substantive dimensions, implementation and results. This may not be sufficient to achieve the objectives above and the head office may have to put more emphasis on overall planning and coordination to reduce costs and increase result. This may also be facilitated by linking the coordination tasks with related head office tasks such as participation in networks dealing with these issues (e.g., Publish What You Pay).

Ideally, transaction costs should be reduced with joint reporting to Norad for the OCG and the regular country programme. This may possibly be achieved in this particular case, but in the long run there is a general move – also in Norwegian funding – away from reliance on core funding in favour of increased emphasis on programme funding and results (such as with the current OfD programme). This implies that the NPA needs to strengthen its capacity to manage such programmes and to help ensure synergies and linkages between programme funding and regular Norad-funded country programmes.

Annex I: Terms of reference

Review of Norwegian People's Aid's Oil for Development programme 2007-2011 (extracts)

Background

In 2010, CMI did a review of the NPA's International Strategy (published as *Making Partnership Work – Vision and Implementation of a Development Programme*, June 2011). The NPA now wishes to use this review, and the NORAD organisational review of the NPA (*Organisational Performance Review of the Norwegian People's Aid*, September 2011), as a foundation for making an assessment of the Oil for the Common Good program.

The Oil for the Common Good program has received funding from Norad's Oil for Development programme (OfD) since 2007. The main purpose of the NPA program is to contribute to strengthening democratic control and participation in decision-making processes in petroleum producing countries. Through this the NPA will contribute to making oil and gas a positive force for development. Based on a recognition that many NPA partners and other civil society organisations in countries has limited knowledge and competence on these issues it was decided to make competence building activities a major focus in the programme. Through the programme civil society partners shall strengthen their capacity and ability to participate and influence in relevant processes.

In the beginning a number of countries were targeted. This has since been reduced and in the current 2010-2012 the programme focuses on Bolivia and Ecuador; Southern Sudan; Angola; Iraq; and Cambodia. The total budget for this period is NOK 5.6 million. The NPA considers the program to be running well in Southern Sudan, Angola and Cambodia. In Bolivia and Ecuador other priorities have caused a delay, but with some activities being implemented in Ecuador. In Iraq the program is only beginning in 2011.

Purpose

The study shall provide a review of the NPA's achievements and challenges in The Oil for The Common Good program from the launch (2007) to the present (2011). The main purpose is to assess the implementation of the program, with a particular focus on achievements and results in relation to objectives, the strengths and weaknesses of the program and the main challenges facing the program. The assessment shall also address the relations between the program and the NPA strategy and the country programmes in the country concerned, and provide recommendations for the next phase.

The present review is considered to be a supplement to the 2010/11 reviews (NORAD and NPA). The reports from these documents will be a source of baseline data.

Scope

The review shall address, but not necessarily be restricted to, the following issues:

- How has competence building been designed in the various countries?
- Have the planned activities been implemented? What are the main reasons for any deviations?

- What are the relations between the country programme and OfD programme in the country concerned? Are there any synergies? Are the OfD partners partnering with the NPA in other activities?
- Have the NPA been able to provide professional support to the OfD partners? What kind of professional support has been provided? What are the added values of the support from the NPA?
- What has been the added value of the NPA's partners in the programme? Have they been able to contribute to development of the NPA's policies, programmes and activities? Do they have related activities not funded by the NPA?
- How has the OfD programme contributed to the NPA's political work in Norway and globally on oil- and oil-related issues?
- What are the extent and nature of dialogue and interaction between the NPA's OfP projects and the other Norwegian/Norad-funded OfD programme in the country concerned?
- Has the OfD programme been able to contribute to the development of the NPA's policies, programmes and interventions on land and natural resources? How?
- Have the competence of CSOs and other actors targeted been strengthened through the OfD programme?
- How are the relevance and quality of project documents, guidelines and reports?
- What results can be identified? Have the selected interventions/activities attained or are they likely to attain the objectives?

Method

The review will mainly be a desk-based study of the relevant documents, and interviews with NPA staff in the relevant country offices and other stakeholders in Oslo/Norway. Documents will include project agreements, applications and reports to Norad as well as reports from the NPA's program partners in the country concerned. The review will focus on the three main countries – South Sudan, Cambodia and Angola with a special emphasis on the latter. Within the budget frames available CMI will explore the possibility of getting additional data from Luanda through face-to-face interviews.

Team

The team will be composed of one external consultant who will be responsible for the writing of the report. The consultant will be provided by the Chr. Michelsen Institute (CMI) who will make senior researcher Elling N. Tjønneland available for the task. If required CMI will commission – from the same budget – additional staff related to the data collection in Angola.

NPA will appoint a reference group to whom the consultant will report.

Implementation, time schedule and reporting

The study will begin on 20 September 2011 and a draft report shall be submitted not later than 15 January 2012.

Indicative work plan

September - October

Preparation of final ToR and signing of contract.

Detailed planning

First round of interviews with NPA staff in Oslo

November – December: Norway

Data collection from documents

Interviews with NPA staff and other stakeholders in persons Norway

Telephone interviews with key persons in the relevant program countries.

Meeting with NPA reference group.

January

Submission of draft report by 15 January

Submission of final report one week after written comments from the NPA has been received

Presentation of report

Annex II: List of persons interviewed

Helle Berggrav Hanssen	Coordinator, Oil for the Common Good
Kjersti Berre	Advisor, M&E
Eva Haaland	Regional Advisor, Southern African
Anne Cath da Silva	Former Regional Director, Southern Africa
Trude Falch	Country Advisor, Sudan
Claudio Feo	Country Advisor, Cambodia
Henrik Stabel	Country Advisor, Sudan
Asgerd Vetlejord	Country Advisor, Sudan
Åge Skagestad	Controller, former Country Director, Angola
Svein Olsen	Former Country Director, Tanzania
Per Ranestad	Former Regional Director, Latin America
Orrvar Dalby	Head, International Development Department
Anna Mørck	Country Advisor, Ethiopia
Ivar F. Hagenlund	Country Director, Angola
Alves da Rocha	Director, CEIC, Angola

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INDEXING TERMS

Oil Development

Civil Society Norwegian People's Aid

Norway Angola

South Sudan Cambodia

The NPA has since 2007 implemented an Oil for the Common Good programme (OCG) with funding from Norad's Oil for Development programme. The main purpose is to contribute to strengthening democratic control and participation in decision-making processes in petroleum producing countries. Competence building activities have been a major focus in the programme.

This review was commissioned by the NPA. The main purpose is to assess the implementation of the programme with a particular focus on achievements and results in relation to objectives; the strengths and weaknesses; and the main challenges facing the programme. The assessment also addresses the relations between the programme and the NPA strategy and the country programmes in the country concerned, and provide recommendations for the next phase.