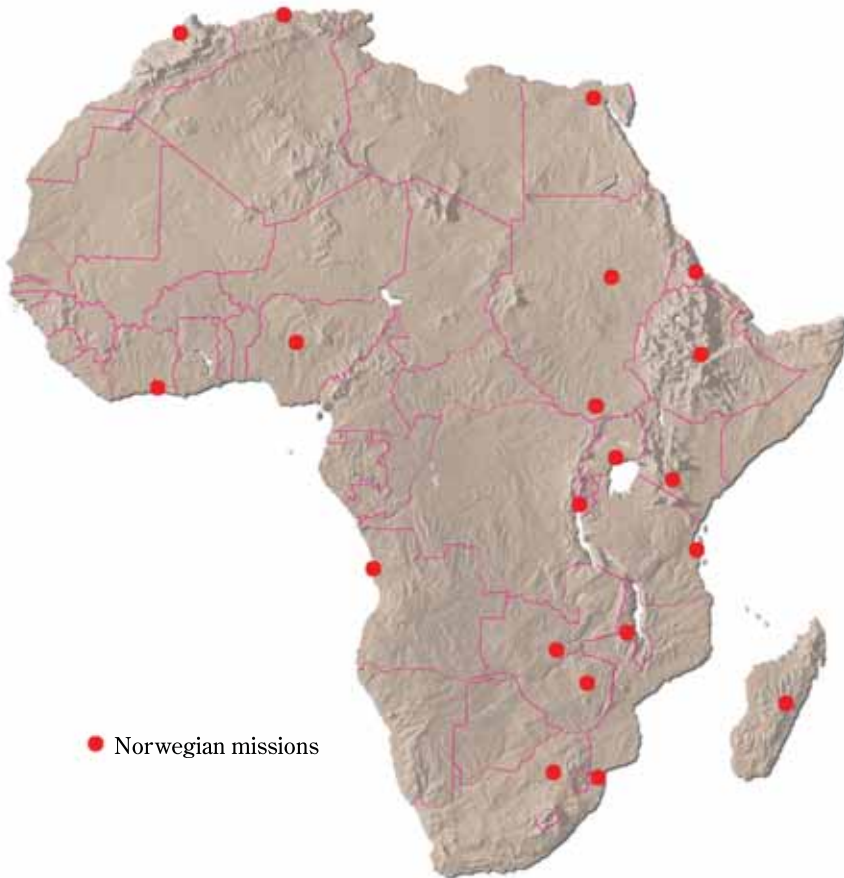




platform for
an integrated Africa policy



NORWEGIAN MINISTRY
OF FOREIGN AFFAIRS



■ Norway has a total of 18 embassies in Africa with some 300 employees. Most of these employees are attached to the embassies in southern and East Africa, but there has also been a stronger focus on West Africa in recent years.

■ In 2006, Norwegian investments in Africa totalled NOK 40.6 billion. Most of this money was invested in Angola and Algeria.

■ In 2007, Norwegian exports of traditional goods to Africa totalled NOK 4.3 billion. Sales of oil and gas, ships and oil platforms are not included in this figure.

■ In 2007, Norwegian imports of traditional goods from Africa totalled NOK 6.4 billion.

■ In 2007, Norwegian development assistance to Africa totalled NOK 5.4 billion. This figure includes funding via all the various channels for assistance where it is possible to identify specific recipient countries. Sudan and Tanzania are the largest recipients of Norwegian assistance. Six of the 10 largest recipients of Norwegian assistance in 2007 were African countries.

■ There are approximately 50 000 people of African origin in Norway. The largest group is from Somalia (some 23 000 people).

platform for
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Foreword

Africa is changing. Never before have there been so few wars on the continent or so many peaceful changes of government, and never before has Africa experienced such sustained high levels of economic growth. And although there are still many formidable challenges ahead, there is cause for optimism. The continent is becoming an increasingly important actor due to its social and economic development, the emergence of a new generation of African leaders, and better governance in most African countries. Norway's desire to strengthen cooperation with African countries is based on the recognition that Africa's international influence is growing.

Globalisation is bringing African countries and Norway closer together. Norwegian business investments in Africa now far exceed development assistance and provide economic development opportunities both for African countries and for Norway. Trade and tourism are on the rise. The Congo Basin is the world's second largest rain forest, and the preservation of rain forests will be essential in our efforts to halt global warming. War and conflict lead to massive refugee flows, which also affect Norway. Thus, Africa's progress towards stable and sustainable development will have direct consequences for Norway.

The sustainable use and management of the world's resources is an overriding aim of Norwegian foreign and international development policy. Africa's economic development is largely based on raw materials such as oil, minerals and timber. It is vital for Africa's growth and prosperity that these raw materials are exploited in a sustainable manner that also ensures equitable distribution of the revenues. Norway therefore wishes to support African countries in strengthening their own revenue base through the development of sound and transparent administrative procedures, effective taxation systems and the reduction of illicit financial flows. This will ensure that Africa's rich natural resources benefit the whole population and contribute to lasting development and poverty reduction.

Although Norway's relations with sub-Saharan Africa have traditionally been linked to development assistance and missionary work, our cooperation is continually being expanded into other areas. Norway has entered into political dialogue with several African countries on foreign policy themes such as peace and conflict resolution, health and environmental issues. We wish to develop this further. While the geographical focus of Norway's engagement in Africa has traditionally been on southern and East Africa, this government has also extended our efforts to parts of Central and West Africa.

The Government is seeking to take an integrated approach towards Africa that takes into account foreign policy, development policy, security policy, environmental policy, and trade and industry policy, and how they can be mutually reinforcing. The progress made in Africa in recent years provides real opportunities for broader cooperation with African countries in all these areas.

The **Platform for an Integrated Africa Policy** does not provide a complete overview of Norway's engagement in Africa, but sets out the Government's main priorities. The aim is to give a general idea of Norwegian cooperation with Africa in the various policy areas, and to provide a basis for devising and implementing concrete measures.



Jonas Gahr Støre
Minister of Foreign Affairs



Erik Solheim
Minister of the Environment and
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Contents

1 EQUITABLE AND SUSTAINABLE DEVELOPMENT	4		
Private-sector development in Africa	4	Strengthening democratic systems and institutions	15
The multilateral trade regime under the World Trade Organization (WTO)	4	The fight against corruption	15
Trade-related development cooperation	5	African Peer Review Mechanism	16
Petroleum management - the Oil for Development initiative	5	The UN Security Council and the UN Human Rights Council	16
Transparency in the management of natural resources - EITI	6	Following up serious human rights violations	16
The continental shelf initiative	6	The fight against human trafficking	17
Corporate social responsibility and labour rights	7	Support for human rights defenders in Africa	17
Food security and agricultural development	7	Political and economic empowerment of women	17
Regional integration and infrastructure	8	Women's health and reproductive rights	18
Debt cancellation	8		
2. CLIMATE CHANGE, ENERGY AND THE ENVIRONMENT	9	5. POLITICAL DIALOGUE AND DEVELOPMENT COOPERATION	19
Climate change as a priority area in development cooperation	9	Key multilateral actors	19
Norway's International Climate and Forest Initiative	9	The United Nations (UN)	19
Clean energy	9	The World Bank and the International Monetary Fund (IMF)	19
Fisheries and coastal zone management	10	The African Development Bank (AfDB)	20
Environmental protection and biodiversity	11	African institutions	20
3. PEACE AND SECURITY	12	The African Union (AU) and the New Partnership for Africa's Development (NEPAD)	20
Conflict resolution	12	Regional organisations	21
Regional conflict resolution	12	Other forums for Norwegian-African cooperation	21
Support for post-conflict countries	13	Nordic-African foreign ministers' meetings	21
Reform of the security sector	13	Africa Partnership Forum (APF)	22
Small arms, mines and cluster munitions	13	Foreign Policy and Global Health Initiative	22
Women and armed conflict	14	Bilateral cooperation mechanisms	22
Children and young people and armed conflict	14	Norway's development cooperation with Africa	23
4. DEMOCRACY, HUMAN RIGHTS AND GENDER EQUALITY	15	Development policy cooperation with Africa	23
		Cooperation on the health-related MDGs	23
		Humanitarian assistance	23

Equitable and sustainable development

In 2007, Africa's overall GDP grew by 5.7%. This was the fourth year in a row that the continent experienced economic growth exceeding 5%. The positive trend is expected to continue in the years ahead, but growth remains fragile. For example, rising oil and food prices and global financial turbulence have created serious problems for many developing countries and consumed money that otherwise could have been used to improve security, education and health.

Africa's economic growth is mainly due to the increasing global demand for raw materials such as oil, minerals and timber. The commodities industry offers huge potential for further economic development in Africa, but it is essential that natural resources are managed in a way that will result in future growth and prosperity for the continent. African countries and the international community share the responsibility for avoiding a new scramble for Africa's natural riches resulting in over-exploitation. Natural resources must be used sustainably, and the revenues must be managed in a way that improves welfare and lifts a large proportion of the population out of poverty.

African authorities have the main responsibility for providing a good framework for private-sector development, including fighting corruption and eliminating unnecessary bureaucracy. However, it is also important that international companies demonstrate corporate social responsibility and governments ensure that the particular challenges facing the poorest countries are taken into account in an equitable global trading regime. Norway is giving high priority to these issues as part of its cooperation with African countries.

Private-sector development in Africa

Private-sector development and trade are key drivers of economic development and important elements of an integrated Norwegian policy towards Africa. In 2007, Norwegian companies invested more than NOK 40 billion in Africa. Increased trade and investment between Norway and African countries is in the interests of both and will improve market opportunities for both Norwegian and African products. This means that the Norwegian business sector may become an increasingly important partner in Norwegian development cooperation with African countries. Norwegian assistance for private-sector development in Africa includes support for the development of institutional and physical infrastructure, competence building and measures to stimulate more investment.

The Norwegian Investment Fund for Developing Countries (Norfund) was established in 1997. In 2007, its investment capital was about NOK 4 billion, and it has become a significant development policy actor in its field. Norfund invests risk capital in profitable private enterprises in developing countries. Norfund shares the risks and rewards involved with its partners, and focuses particularly on small and medium-sized enterprises. Its objective is to facilitate economic growth and poverty reduction by building up income-generating activities. In addition, the Norwegian Guarantee Institute for Export Credits (GIEK) offers guarantees for Norwegian companies' investments in developing countries.

The multilateral trade regime under the World Trade Organization (WTO)

The multilateral trade regime established by the WTO is very important in terms of enabling African countries to benefit from a closer integration of the world economy. At present, Africa accounts for less than 2% of total world trade. Better market access for African goods can improve prices and sales opportunities for the continent's exports. The collapse of the WTO negotiations in July 2008 shows

that there is still disagreement on important trade issues. Norway will continue its efforts to promote a rapid conclusion of the Doha Round, so that a modern regime can be established as a basis for balanced and sustainable trade.

The main focus of the Doha Round is the particular situation and interests of developing countries. Norway is supporting the African countries' demands for special and differential treatment. Norway has already introduced duty and quota-free market access for goods imported from the least developed countries (LDCs) and, from 1 January 2008, extended this to an additional 14 low-income countries. Other developing countries are given preferential treatment, in other words lower tariffs on goods, through the Generalized System of Preferences (GSP).

Trade-related development cooperation

Market access alone is not enough to enable the poorest countries to increase their participation in global trade. Internal barriers such as cumbersome bureaucracy, weak administrative capacity, corruption and poor infrastructure also impede export, trade and investment.

In accordance with **Aid for Trade**, the Government's action plan for trade-related development cooperation, Norwegian efforts in this field will be stepped up and will focus on three areas: **good governance and the fight against corruption**, which includes strengthening technical and institutional capacity and the development of effective and transparent regulations and trade procedures; **regional trade**, focusing on strengthening the capacity of regional institutions and on supporting regional programmes, especially for development of infrastructure; and **women and trade** focusing on incorporating women's work into the formal economy as an important contribution to economic growth and development.

Petroleum management – the Oil for Development initiative

Africa is becoming increasingly important for the world's energy security. The continent already accounts for 12% of the world's petroleum production, and production is growing. The petroleum sector offers great potential for economic and social development in Africa, but we have also seen cases where oil revenues have prolonged bad governance, been lost through corruption or been used to fund conflicts.

Through 40 years as an oil and gas producer, Norway has built up considerable expertise and gained a great deal of experience in the petroleum sector. Norway is one of the countries that has been most successful in translating growth in the petroleum sector into improved welfare for its population. Through the Oil for Development initiative, Norway is sharing its experience and expertise with national authorities and oil companies in Africa (see box).



Communication revolution in Africa. Africa has been the world's most rapidly growing market for cell phones for several years. In 2007, 17% of Africans had a cell phone, as opposed to only 1% in the mid-1990s.

Oil for Development

The initiative has three main themes: resource management, revenue management, and environmental management and control. Two goals within resource management are creating sound legal frameworks for petroleum exploration and production, and developing transparent regimes for licences and contracts between national authorities and international oil companies. One goal of revenue management is to establish sound taxation systems within the petroleum sector so that oil-producing countries enjoy a greater share of the revenues. Under environmental management and control, support is for example given to the development of systems and technology to reduce flaring or minimise discharges into the sea..

Transparency in the management of natural resources – EITI

Africa has rich natural resources that can provide a basis for extensive commercial activities. Sustainable use of these resources can ensure economic and social development, create employment, and increase tax revenues in producing countries. However, in African countries, competition for valuable natural resources has often resulted in war and conflict. Examples include the brutal civil wars in Sierra Leone and Liberia in the 1990s, where the countries' diamond resources were an important driving force behind the conflicts (see box).

The **Extractive Industries Transparency Initiative** (EITI) dates from 2002 and is intended to ensure transparency and accountability in revenue flows from the extraction of natural resources such as petroleum, minerals and metals. The EITI promotes better governance in resource-rich countries through full transparency and verification of revenue streams from the extraction of natural resources, while participating oil, gas and mining companies commit themselves to publishing all payments to the authorities. Norway plays a leading role in the EITI, and is the first Western country that has undertaken to implement the EITI principles. The International Secretariat was moved to Norway in 2007.

The continental shelf initiative

All coastal states automatically have sovereign rights to the resources on their continental shelves up to 200 nautical miles from their coasts for the purpose of exploitation. If the continental shelf stretches beyond 200 nautical miles, these rights also extend beyond this distance. In such cases, however, the coastal state must submit data documenting the outer limit of its continental shelf to the Commission on the Limits of the Continental Shelf (CLCS), which is located in New York. On the basis of the Commission's recommendation, the coastal state may finally determine the outer limit of its continental shelf. It is presumed that many African coastal states have continental shelves extending beyond 200 nautical miles. Thus, the establishment of the outer limit is extremely important in a development perspective because it gives the coastal state the right, for example, to exploit oil and gas resources in a larger area. This can contribute significantly to a country's economic development.

The deadline for many coastal states to submit their documentation to the CLCS is May 2009. However, many developing countries are facing particular challenges in connection with submitting the scientific documentation required to establish the limits of their continental shelves. In 2000 Norway took the initiative for establishing a UN fund to assist developing countries with special needs in documenting the outer limits of their continental shelves beyond 200 nautical miles. Norway is the largest contributor to the fund. Expert assistance and advice in various fields are also provided

to African countries. The aim is to help the countries in question to utilise existing scientific data and establish financial mechanisms so that they can submit the required documentation by the deadline.

Corporate social responsibility and labour rights

In a globalised economy, international businesses operate throughout the world. The debate on corporate social responsibility (CSR) is about how much responsibility businesses take – and how much they should take – for the people, local communities and environments that are affected by their activities, even if they are operating in regions where the legislative and other frameworks are weaker than in Western countries. Through transparency, responsible business practices and high ethical standards, international businesses can contribute to economic and social development in poor countries. It is essential that businesses safeguard labour rights and respect basic labour standards, such as the prohibition against child and slave labour and the right to organise.

In the course of 2008, the Norwegian Government will present a white paper on CSR. The objective is to demonstrate increased commitment on the part of the authorities and set out a clearer policy line in this field. At the same time, the Government is continuing its dialogue with the private sector on CSR, among other things in KOMpakt, the consultative body for discussing matters related to CSR. Norway is also a strong supporter of the International Labour Organization and of its decent work agenda. Through political dialogue with African countries, Norway is seeking to promote social protection, rights in the workplace, basic labour standards and gender equality.

Food security and agricultural development

From 2006, food prices began to rise steeply throughout the world, partly as a result of high oil prices and rising production of biofuels. Higher food prices may have very serious consequences in the form of hunger, malnutrition and conflicts in poor countries. Many of the countries that are most severely affected are in Africa.

Renegotiation of mining agreements in Zambia

Zambia is a major producer of copper, but the government and the people have benefited very little from the sharp rise in international copper prices. After the downturn in the copper industry in the 1980s and 1990s, the Zambian copper industry was privatised and agreements were concluded with international companies. Despite the fact that copper prices have now risen by nearly 600%, the government only retains 3–5% of the export revenues from the copper mines. By way of comparison, the Norwegian government receives 60–70% of the export revenues from oil and gas. In the light of this, Zambia decided in 2007 to renegotiate the mining agreements with the international companies to secure the government a more equitable share of the profits. Early in 2008, the government decided to introduce legislative amendments providing that all foreign companies are directly subject to national legislation as regards taxes, the environment and working conditions. The new taxation regime is expected to increase government revenues by more than USD 400 million as early as in 2008. This is equivalent to around half of all the development assistance provided to the country.

Norway has played a leading role in efforts to assist the Zambian authorities in renegotiating the mining agreements and revising the mining taxation regime, and has been one of the largest contributors to the process. Norway will continue its support in 2009. Altogether, it is expected that these efforts will secure government revenues from the mining sector that are equivalent to the total development assistance provided to Zambia.

Norway has supported immediate action to assist vulnerable countries in dealing with the negative impacts of the food crisis. However, it is important to maintain the focus on agricultural development and economic growth as the best way of tackling the food crisis. In this context, there may be a potential for making greater use of public-private partnerships (PPP). Norway is supporting a number of agricultural development projects in Africa. Important areas for cooperation include the development of production methods that are adapted to the local environment, prevention of diseases, market information, competence building and access to input factors.

Regional integration and infrastructure


Infrastructure development, including roads, bridges, ports and telecommunications, is an essential basis for economic development. Well-functioning infrastructure reduces transport times and costs for the business sector and will thus improve market access for African products. Improving the infrastructure connecting African countries will promote peace, development and economic diversification and make the continent less dependent on export revenue from traditional commodities. It will also make African markets more attractive for foreign investments.

Norway is contributing to infrastructure development by sharing knowledge in sectors where it has expertise and long experience. This applies, for example, to power supplies, water resource management and the construction of roads and ports.

Debt cancellation

Crushing debt burdens are a serious obstacle to social and economic development in many poor countries, particularly in Africa. However, debt financing is an important and necessary means of mobilising resources for public and private investments and reducing poverty. Debt cancellation is of little use unless it is accompanied by a policy to promote development. It is therefore important that the funds released are used for poverty reduction purposes. It is also a key principle of Norwegian development policy that funds allocated for debt cancellation do not take the place of development assistance grants, but are additional to them. Norway is the only country that does not report cancellation of bilateral debt as official development assistance (ODA).

The Government launched the action plan **Debt Relief for Development** in 2004. Norway is spearheading efforts to cancel the debts of the poorest countries by cancelling debts on a bilateral basis, by being a strong supporter of multilateral debt cancellation schemes, and by promoting innovative thinking in relation to debt policy.



Climate change, energy and the environment

Africa is the continent that has least responsibility for anthropogenic climate change, but that is most vulnerable to its impacts. Western countries, which are responsible for the largest emissions of greenhouse gases, have a moral responsibility to provide funding to help Africa deal with the impacts of climate change. At the same time, Africa has a huge need for energy, which can partly be met by using fossil fuels. A good environmental policy must therefore be designed not only to deal with the impacts of urbanisation, expansion of agricultural areas and over-exploitation of fish stocks and forest resources, but also to ensure that development of the energy sector in Africa is as environmentally sound as possible.

Massive support for climate-related measures is also important to increase developing countries' willingness and ability to join a post-2012 climate change regime after the end of the first commitment period under the Kyoto Protocol.

Climate change as a priority area in development cooperation

Global climate change will increase Africa's vulnerability to drought and flooding, and will also have negative consequences for health and food security. Moreover, climate change will accelerate the loss of biodiversity, soil erosion and land degradation. It has been estimated that if the average temperature rises by 2°C, Africa will suffer total losses of USD 133 billion a year, which corresponds to 4.7% of the continent's GDP.

Norway is giving priority to climate change in development cooperation as part of its international climate change strategy. The Government has scaled up funding for environmental development cooperation considerably, and much of the funding is to be used for mitigation and adaptation measures. This includes mitigation of climate change and clean energy measures in Africa. The conservation and sustainable use of biodiversity and sustainable management of natural resources are essential if we are to reduce the vulnerability of poor people to climate change and prevent natural disasters and humanitarian crises. A new international climate regime must also accommodate the needs of developing countries, and Norway considers it important to develop political alliances with African countries in the international climate negotiations.

Norway's International Climate and Forest Initiative

Greenhouse gas emissions from deforestation and forest degradation account for about 20% of global annual anthropogenic CO₂ emissions. Deforestation is greatest in developing countries, and six of the 10 countries with the highest deforestation rates are in Africa. Measures to reduce deforestation can make a substantial contribution to reducing global greenhouse gas emissions.

During the climate change negotiations at Bali in December 2007, the Norwegian Government announced that it was prepared to allocate up to NOK 3 billion a year to efforts to reduce deforestation and support sustainable forest management in developing countries. In Africa, Norway will give highest priority to the Congo Basin, but Tanzania will also be an important partner. Norway advocates the inclusion of emissions from deforestation and forest degradation in a new international climate agreement.

Clean energy

Lack of energy is a serious problem for Africa. Most of the continent's energy needs are currently met by oil, which is a costly and polluting alternative. Climate change and rising oil prices are creating a



An oil platform in Angola. The Angolan petroleum sector is growing rapidly and is a large recipient of Norwegian private sector investment. In 2006, Norwegian investments in Africa totalled NOK 40.6 billion.

more pressing need to develop other energy sources than petroleum. Africa has a very large unused hydropower potential. At present, less than 7% of this potential has been developed. In addition, biofuels, solar power and wind power can meet part of the continent's energy needs. However, production of biofuels may have negative impacts in the form of rising food prices, and it is important to assess such impacts before large-scale production is started.

Norway is giving priority to the development of renewable energy sources such as hydropower, biomass, wind energy and solar energy where this is economically profitable. Hydropower development also offers considerable opportunities for Norwegian companies that have expertise in this area. On the basis of its natural strengths, Norway has built up cutting-edge expertise in hydropower development and use, integrated water resources management, and the links between energy and environment. With this as a basis, Norway intends to offer comprehensive

support in the field of clean energy adapted to the specific needs of each partner country. Regional cooperation can enhance the economic impact of hydropower developments, and regional actors are important partners in Norwegian energy cooperation with Africa. Norway is responsible for coordinating international assistance to the energy sector in the Southern African Development Community (SADC).

Fisheries and coastal zone management

Africa has some of the world's richest fisheries resources, but many stocks are threatened by overfishing, especially by international actors. Norway and countries in Africa share an interest in halting illegal, unreported and unregulated fishing. Effective management and monitoring systems and equitable international fishery agreements are needed to ensure sustainable harvesting of Africa's fisheries resources.

As a major fishing nation, Norway has comparative advantages in various segments of the fisheries sector. In cooperation with African coastal states, Norway has been involved in the development of systems for surveying and monitoring fish stocks, regional cooperation on resource management, effective fisheries legislation, and university-level courses in the fisheries sector.

Within the framework of the Nansen Programme and in cooperation with FAO, Norway has been providing assistance since 1975 for surveys of fish stocks and promoting sustainable utilisation of fish stocks along the west coast of Africa from Morocco to South Africa. An important objective of this

cooperation is to help partner countries develop their own research capacity and sound management regimes for marine resources. Norway intends to step up its efforts in this field in Africa.

Environmental protection and biodiversity

Africa has abundant natural resources and a highly varied flora and fauna. The pressure on these resources is increasing as a result of demographic changes and the need for continued economic growth. Sustainable management and sound environmental practices are essential if Africa is to retain its biodiversity and use its natural resources for long-term value creation. However, the conservation of these resources is not only important in terms of protecting the livelihoods of the people and ensuring access to food and medicines. Africa's nature and rich diversity of wildlife are a potentially important source of economic development, for example in the form of tourism. Tourism can both create jobs for the local population and lead to a greater focus on environmental protection.

Sustainable management, use and conservation of natural resources and biological diversity are main priorities of Norway's environmental development cooperation. Norway is supporting the implementation of multilateral environmental agreements, and efforts to incorporate them into national poverty reduction strategies. But it is the local people who suffer most when soils are degraded and resources disappear, and who at the same time know most about their own local environment. It is therefore essential to ensure that local communities play a leading role in efforts to ensure sustainable management of natural resources.

Climate change and security issues

Competition for natural resources has been a key factor in many violent conflicts. Protracted drought and severe flooding reduce the supply of natural resources and result in soil degradation. Such problems may be seriously exacerbated by climate change. The impacts will include growing poverty, more tension between ethnic groups, increased migration, and in some cases armed conflict as a result of the growing scarcity of natural resources. The crisis in Darfur, for example, is closely linked to desertification. In addition, climate change, which is bringing with it more frequent flooding and rising temperatures, is increasing health risks and the risk that infectious diseases will spread. This means that climate change can constitute a threat to security, peace and stability, and that international security policy must take climate-related problems into account.

Peace and security

Peace and security are prerequisites for development, and African countries themselves are responsible for resolving and preventing conflicts. In recent years, there have been more successful peace processes in Africa than ever before. Many of these processes are initiated by African countries, and the AU has been an important driving force behind the progress that has been made. The power-sharing agreement concluded after the December 2007 election in Kenya, where African actors led the negotiations between the parties, is a recent example of this.

Norway is engaged in conflict resolution and peacebuilding efforts in Africa by participating in and supporting African peace processes and political dialogue, through development cooperation and by providing support for peacekeeping operations under the auspices of the UN and the AU. Peace and security on the African continent are not just important for promoting development and alleviating want in Africa, but also for preventing incidents that could affect our part of the world. Conflicts can lead to international terrorism, environmental or economic crises and increased migration. Peace and security in Africa therefore also have a bearing on our own security.

Conflict resolution

Taking part in conflict resolution and reconstruction efforts has become an important part of Norwegian involvement in Africa. This is based on the view that alleviating want by providing humanitarian aid alone is not sufficient; it is also necessary to use resources to address the underlying causes. Three of the world's most serious humanitarian crises are to be found in Darfur, Somalia and Northern Uganda. Norway is actively engaged in efforts to alleviate all of these crises, and is able to draw on knowledge and experience gained from its long presence in these areas and close cooperation with international partners, civil society and research communities.

Norway's involvement in Africa has mainly centred on Sudan and the Horn of Africa, but Norway has also been involved in peace processes in countries such as Mali and Burundi. In Sudan, Norway was one of the most active international supporting partners in the efforts to achieve a negotiated agreement between north and south. Sudan was the largest recipient of Norwegian development assistance in 2007, due to Norway's involvement there. It is important for Norway to build on the experience gained and continue its efforts to find political solutions to conflicts in Africa.

The Government also wishes to increase civilian and military participation in UN operations in Africa, and considers the UN to be an important actor in preserving international peace and security. Norway has actively promoted the establishment of the UN Peacebuilding Commission as an effective instrument for ensuring that international efforts are coordinated, particularly in Burundi. Here Norway is cooperating closely with South Africa, which is leading these efforts.

Regional conflict resolution

Most of Africa's conflicts have regional offshoots and repercussions. A conflict in one country can easily give rise to conflicts in neighbouring countries, partly because military groups operate across national borders. At the same time, the neighbouring countries are affected by refugee flows and reduced trade. Peace efforts therefore often require regional engagement and regional cooperation. Regional organisations such as IGAD, SADC and ECOWAS play a crucial role in preventing and resolving conflicts. In particular, the AU plays a key role as the principal organisation for promoting peace and security in Africa. Norway is concerned about strengthening the capacity of regional organisations, especially the AU, in the areas of conflict resolution and peacekeeping.

Norway supports the AU's efforts to establish the African Standby Force (ASF), which will be deployable at short notice in the event of a crisis or conflict. The aim is that the ASF should be operational by 2010. Norway plays a special role with regard to civil participation in African peacebuilding efforts, among other things through the **Training for Peace** programme. Through cooperation with the AU, NATO and other Nordic countries, Norway also supports building up other African mechanisms for promoting security. Norway also serves as civilian liaison between NATO and the AU.

Support for post-conflict countries

Rapid reconstruction and stabilisation of new states following a peace settlement are important to prevent conflicts flaring up again. Reconciliation processes, judicial processes and dialogue across religious lines can all contribute to building lasting peace, and it is important that international support for countries emerging from conflict is flexible and can be provided at short notice.

Transitional assistance to countries emerging from deep-rooted conflict has become an important part of Norwegian assistance. The purpose of such assistance is to secure the crucial transition from war to lasting peace after a peace agreement has been concluded. Facilitating dialogue between former rival groups and building inclusive, stable and sustainable political institutions are important tasks in post-conflict countries. Norwegian NGOs that can provide particular knowledge, expertise or networks are important channels for transitional assistance.

Reform of the security sector

Peacebuilding includes reform of the security sector. In many African countries, protracted conflicts and civil wars have led to paramilitary militia or guerrilla groups holding large arsenals of weapons. This poses a serious security threat.

In order to secure the peace, it is necessary to have measures for disarming and demobilising former combatants, and for training and competence-building within the police and military services. The aim is that the countries' own security forces should be capable of restoring law and order as rapidly as possible after a chaotic conflict situation, and in such a way that fundamental human rights are respected.

Norway is supporting a number of measures for training police and military staff, and for disarming and reintegrating former combatants so that they can make the transition back to a meaningful role in civil society. Norway is playing an active part in UN and AU efforts to develop an African agenda for security sector reform, and is supporting defence reform measures in Africa, with particular emphasis on the democratic control of armed forces.

Small arms, mines and cluster munitions

The trade in and uncontrolled proliferation of small arms, deployed landmines and unexploded duds from cluster munitions pose humanitarian and development-related problems. These problems also make peace and reconciliation efforts more difficult, and increase the risk of new conflicts. Norway has been closely involved in efforts to combat these problems.

Both the 1997 Mine Ban Treaty and the Convention on Cluster Munitions, which was negotiated in 2008, are extremely important disarmament agreements for Africa. Norway has played an active role in bringing about both these agreements. African countries and civil society actors were important partners in the process leading to the Convention on Cluster Munitions. Africa has traditionally been

a recipient of weapons that have been decommissioned or considered unacceptable in other parts of the world, and the continent has also been severely affected by landmines. The Government will continue to support efforts to strengthen the UN Programme of Action on the Illicit Trade in Small Arms and Light Weapons and to negotiate an international arms trade treaty.

Women and armed conflict

Women and children make up the majority of the civilian population, and they are often severely affected by war and conflict. Unfortunately, sexual violence against women has in recent years become a frequent feature of conflicts in Africa. Prevention and investigation of sexual abuse and gender-based violence in war and conflict are crucial for ensuring the success of peace processes.

In Norway's view, women's participation in conflict resolution and peace processes should be increased. Experience shows that this is important if sustainable solutions are to be found. The Government has therefore developed an Action Plan for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security. The purpose of the Action Plan is to strengthen Norwegian efforts to promote international peace, security and democracy in a way that focuses particularly on the situation of women, and to promote the inclusion of women as actors in peace and reconciliation processes. The Action Plan will guide all Norwegian conflict prevention and peacebuilding efforts, and ensure that the gender perspective is mainstreamed in the planning, implementation and evaluation of Norway's efforts in these areas.

Children and young people and armed conflict

Children are particularly severely affected by armed conflict. Families are torn apart, care-givers are killed, and schooling is interrupted. Children are recruited into armed forces in a number of conflicts. The conflicts in Northern Uganda and Sierra Leone are particularly appalling examples of this. Norway has supported measures to help children in armed conflict by providing humanitarian assistance, support for education, and treatment and rehabilitation of former child soldiers. Norway's efforts in this area are designed to take account of the vulnerability, special needs and rights of children and young people. With Security Council resolution 1612, the international community now has a tool for ensuring that a concerted effort is made to protect children in armed conflict.

Democracy, human rights and gender equality

Democracy, human rights and gender equality are cross-cutting themes of Norwegian foreign and international development policy. The development of stable democracies with good governance is essential for protecting human rights and ensuring equal rights for women and men. The normative work of the UN and the AU, the establishment of an African human rights court and better governance in most African countries have helped to move these issues higher up the agenda, but great challenges still remain. Through political dialogue and cooperation with its African partners, Norway is seeking to promote the development of effective democratic institutions, good governance, protection of human rights and empowerment of women in African countries.

Strengthening democratic systems and institutions

Well-functioning and well-governed states are a prerequisite for protecting human rights and creating peace and security in Africa. Without democratic governance and political stability, it will be difficult to achieve economic and social development. True democracy is only possible in societies where interaction between the various actors – state and non-state alike – is open and free. In countries that have been poorly governed by authoritarian regimes, it is often necessary to build up the most vital institutions and actors before true democracy can be secured.

Norway is working actively to strengthen key systems and institutions that promote democracy and good governance, such as parliaments, judicial systems, ombudsmen, human rights commissions, electoral commissions, the press and media, and civil society. Through direct funding and capacity- and competence-building efforts, Norway is seeking to boost the efforts of these actors.

The fight against corruption

Corruption seriously impedes economic and social development in Africa and hits the poor hardest. The UN Economic Commission for Africa (ECA) estimates that corruption drains the continent of USD 148 billion every year. This is money that could have been used for development. African countries have attached increasing importance to active efforts to combat corruption in recent years, and their governments have realised that corruption must be combated if Africa is to achieve the Millennium Development Goals. One of the main focuses of the fight against corruption in African countries is halting illicit financial flows to tax havens, including in rich countries.

Norway has zero tolerance for corruption, and the Government is intensifying its anti-corruption efforts in general as well as in its development cooperation. Whenever corruption is brought to light, those responsible are dealt with systematically. Norway is also supporting a number of measures specially designed to fight corruption, such as supporting corruption fighters, capacity-building for the office of the auditor general, and promoting sound management of public resources in various countries.

African Peer Review Mechanism

The African Peer Review Mechanism (APRM) is a voluntary self-assessment scheme established under NEPAD that is open to all AU member states. Countries that are reviewed undergo a comprehensive process in which the quality of various institutions and mechanisms that are important for economic growth, good governance and democracy are measured. The reviews are based on criteria agreed by the countries participating in the APRM. Aspects that are assessed include democratic institutions and political governance, economic policy, parameters for the private sector and foreign investment, and progress in social and economic development. On the basis of the review, a country-specific programme of action is drawn up to correct the weaknesses that are disclosed. So far, 28 African countries have joined the mechanism.

Norway encourages all African countries to join the APRM and provides support for measures under the various programmes of action to improve governance in the countries concerned.

The UN Security Council and the UN Human Rights Council

A number of conflicts in Africa have involved gross and systematic violations of human rights. The UN Security Council has a particular responsibility to protect populations against genocide, war crimes, ethnic cleansing and crimes against humanity in situations where individual states are unable or unwilling to do so. Norway is working towards a binding Security Council resolution setting out the principles for the use of power as a last resort in situations where massive human rights violations are being committed.

The UN Human Rights Council was established in 2006 as a successor to the UN Commission on Human Rights. The Council consists of 47 member states and reports directly to the General Assembly. Its mandates cover both individual countries and thematic issues. It appoints Special Rapporteurs and working groups to examine these issues and to review the human rights situation in the countries concerned. Norway will seek to ensure that the Council is given mandates that enable it to respond rapidly to human rights violations.

Following up serious human rights violations

Serious human rights violations can lead to political instability, violent conflicts, humanitarian disasters and refugee flows. They may even contain the seeds of new conflicts. It is therefore important to establish mechanisms for addressing serious human rights violations. The prosecution of people in positions of power and others accused of serious human rights violations is an important means of achieving reconciliation once a war or conflict is over. The International Criminal Tribunal for Rwanda and the Special Court for Sierra Leone have been established to try persons suspected of involvement in the atrocities carried out during these countries' civil wars in the 1990s. In addition, the International Criminal Court (ICC) hears cases connected to the conflict in Northern Uganda.

In Norway's view, the establishment of such courts is an important step towards creating stability in countries that are emerging from conflict. Unless people have a sense of justice being done, the peace and reconciliation process can be more difficult. The prosecution of people accused of human rights violations, war crimes and crimes against humanity is a triumph for international law and can also be expected to have a deterrent effect.

The fight against human trafficking

Trafficking in human beings is a gross violation of human dignity. This modern form of slavery mainly affects women and children, and is becoming increasingly widespread. It appears to be increasing both nationally and internationally, and it is estimated that human trafficking has become the second largest illegal trade in the world after arms trafficking. The fight against human trafficking requires a long-term effort, particularly as regards addressing the underlying causes, such as poverty, conflict, inequitable social distribution and marginalisation.

The International Organization for Migration (IOM) is the main channel for Norwegian efforts to combat human trafficking. Norway has provided funding for projects in southern Africa to raise awareness of human trafficking, train police and prosecuting authorities and give assistance to trafficking victims in the form of shelter, medical and psychological care and opportunities for assisted voluntary return.



Support for human rights defenders in Africa

Norway has long been engaged in efforts to support and protect human rights defenders in Africa. Norway chaired the working group that drew up the UN Declaration on Human Rights Defenders, which was adopted in 1998. Norway is also the main sponsor of the resolution on human rights defenders adopted annually by the UN Human Rights Council. In 2000, a UN mandate for a special representative for human rights defenders was established, in response to a Norwegian initiative.

Political and economic empowerment of women

The increasing participation of women at all levels of political decision-making gives grounds for optimism, but women are still significantly underrepresented in governing bodies and positions of political leadership in African countries. Education, awareness-raising and mobilisation will be key elements in any strategy to promote the political empowerment of women. Gender equality also entails promoting economic and social development through the economic empowerment of women. However, this can only be achieved if women have access to resources and inheritance and property rights – rights that are reserved for men in many African countries.

Norway is seeking to increase women's participation in political life, for example by providing support for elections and other democratic processes, and for voter registration, by providing information on various quota systems, and by providing training and support for networks of women

Thousands of people had limbs amputated during the civil war in Sierra Leone. Today the Special Court for Sierra Leone is prosecuting people thought to have participated in the atrocities committed during the civil war.

parliamentarians and election candidates. Norway also supports efforts to enable African women to take active part in business development and trade, for example through vocational training and advisory and financial services, including microfinance, insurance, pensions and money transfers.

Women's health and reproductive rights

The rights of women to control over their own bodies and to freedom from violence and sexual abuse are not acknowledged and accepted in all African societies. Female genital mutilation is still practised, and the majority of HIV positive people in Africa are women.

Increasing knowledge about reproductive rights is important for improving women's health, and sex education and information on contraception are key tools in this field. Norway has intensified its dialogue with the authorities in countries where female genital mutilation is practised, and supports organisations that are engaged in information campaigns or are in other ways combating this and other harmful traditional practices.

Political dialogue and development cooperation

Norway participates in a number of international organisations, forums and processes that bring us into close contact with African countries. Today, our relations with Africa cover the full range of Norway's foreign policy issues. Development cooperation is still one of the mainstays of Norway's political cooperation with Africa, but our relations are continuously expanding into new areas. Both through bilateral dialogue with individual countries and through multilateral efforts through the UN and other organisations, Norway is seeking to strengthen its cooperation with African countries and help to ensure that Africa finds its rightful place in our globalised world.

Key multilateral actors

The United Nations (UN)

Participation in the UN is a cornerstone of Norwegian foreign policy. The UN is an indispensable global arena and norm setter, and it has a key role to play in safeguarding international peace and security, protecting the environment and creating a more equal and fair world. Norway's aim is to help to ensure that the UN develops into a strong and effective organisation that can provide the foundation for a just international world order. The alternative to a robust global regime is a situation dominated by the interests of the strongest countries.

A well-functioning UN is crucial if Africa is to meet the challenges it is facing in relation to conflict resolution, peacebuilding, development and humanitarian crises. UN efforts in Africa are channelled through various funds and programmes that are also important channels for Norwegian development assistance. The most important of these is the United Nations Development Programme (UNDP), but the United Nations Children's Fund (UNICEF), the World Food Programme (WFP) and the United Nations High Commissioner for Refugees (UNHCR) are also key actors in efforts to address development and humanitarian needs in Africa. At the same time, it is important for Africa to gain more influence within the UN so that it can participate in establishing the framework conditions for its own development. Therefore, Norway supports Africa's demands for greater representation on the UN Security Council. A strengthened and reformed UN is in the interests of both Norway and African countries, and Norway is participating actively in the UN reform process with a view to achieving a more modern and effective world organisation. In this connection, Norway is working closely with African countries to improve coordination of UN efforts at country level, which involves bringing the various UN entities under one umbrella. Norway also wishes to increase its civilian and military participation in UN-led operations in Africa.

The World Bank and the International Monetary Fund (IMF)

The international financial institutions, including the World Bank and the IMF, are major international development actors and important sources of funding for the poorest countries. The World Bank channels and manages funding to various earmarked funds and initiatives designed to assist developing countries. It is also an important knowledge institution and an influential player in the international development debate. Norway's core contribution to the World Bank goes exclusively to the International Development Association (IDA), which is replenished every third year and provides funding for the poorest countries, with particular focus on sub-Saharan Africa. The aim is that around half of IDA should go to countries in Africa. IDA support to the countries with the most serious debt problems, most of which are in Africa, is in the form of grants. This is in keeping with Norwegian policy. The IMF oversees the international monetary system, and gives advice on macroeconomic policy to member countries. The IMF also provides loans and assistance to member countries that



Scenes of jubilation in Johannesburg when it was announced that South Africa had been selected to host the football World Cup in 2010. This will be the first time the world's largest sporting event is hosted on African soil.

are in a difficult financial situation. Norway supports the IMF's **Exogenous Shock Facility** (ESF), which has been established to reduce the effect of exogenous shocks – i.e. events that have a significant negative impact on the economy and that are beyond the control of the government in the poorest countries. Work is currently underway to make the ESF operational.

Norway's aim is that the poorest countries should gain greater influence in the World Bank and the IMF and that privatisation and liberalisation of public services should not be set as conditions for assistance.

The African Development Bank (AfDB)

The AfDB is an important actor with regard to economic and social development in Africa. It has 78 members, 53 of which are African, and gives both reasonably priced loans and grants to most African countries. Unlike the World Bank, the AfDB is an institution with a clear African mandate and ownership. It plays a key role in several important initiatives in areas such as

infrastructure, water resource management, energy and good governance.

Norway wishes to intensify its dialogue with the AfDB and help it to strengthen its role as a voice for Africa in international forums and vis-à-vis the other international financial institutions. With its pan-African focus, the AfDB can be a supplement to the African Union in the formulation of economic and social development policies.

African institutions

The African Union (AU) and the New Partnership for Africa's Development (NEPAD)

The establishment of the AU and NEPAD has led to closer cooperation and integration among African countries. The establishment of an effective AU Commission, the greater focus on a common African foreign and security policy, and the establishment of the Pan-African Parliament are positive developments. The AU is enhancing Africa's international influence; its 53 member states have more of a say when they act as a bloc. The establishment of the AU and NEPAD has opened up new opportunities for dialogue between Norway and African countries, and Norway wishes to strengthen its cooperation with these organisations.

In the long term the AU could become the most important peace and security actor in Africa. In its dialogue with the AU, Norway attaches importance to supporting the organisation's peace and security efforts, and to providing financial, logistics and training support for peace operations under

the auspices of the AU. This cooperation strengthens efforts to prevent war, conflict and terrorism in Africa and thus also helps to safeguard our own security.

Regional organisations

There are a number of African organisations that promote regional cooperation in areas such as peace, security, economic and social development, and the environment. The Southern African Development Community (SADC), the Economic Community for West Africa (ECOWAS) and the Intergovernmental Authority on Development (IGAD) in East Africa are three of the most important. The regional organisations are building blocks of the AU, and are important dialogue partners for Norway.

Closer cooperation between the AU and the regional organisations will be vital for coordinating efforts for peace, security and development in Africa. Norway has provided partial funding for the work on further developing ties between the AU and the regional organisations. In the long term, SADC, ECOWAS and IGAD will be able to play key roles in efforts to promote peace, security and sustainable development, but these organisations still have limited capacity. Norway therefore intends to increase its support for regional cooperation between African countries.

The AU and NEPAD

The AU was established in 2002 as a successor to the Organisation of African Unity (OAU). All the African countries except Morocco are members of the AU. The purpose of the AU is to promote and defend common African positions in international forums, achieve peace and security on the continent and strengthen democratic institutions, good governance and human rights. Through the AU's norm-setting work and the establishment of the African Court of Justice, African countries have committed themselves to respecting democracy and human rights. The AU can, unlike its predecessor, intervene in member states in the event of war crimes, genocide or crimes against humanity.

NEPAD was adopted by African leaders in 2001. NEPAD is the development programme of the AU and its purpose is to increase international support for Africa, improve market access for African goods, and develop a framework for closer economic integration on the continent. This initiative is based on the recognition that economic and social development are not possible without peace, stability, good governance, democracy and respect for the principles of the rule of law and human rights.

Other forums for Norwegian–African cooperation

Nordic-African foreign ministers' meetings

Norway and the other Nordic countries hold annual informal meetings with selected African countries at foreign minister level. The meetings provide a forum for open and inclusive dialogue between African and Nordic countries. Western and African countries frequently find themselves on different sides when key issues are dealt with in multilateral institutions, such as the UN, and in various international processes. Therefore, one of the main objectives of the Nordic-African foreign ministers' meeting is to identify and eliminate obstacles to closer cooperation between Nordic and African countries in more formal arenas by building networks and enhancing mutual understanding. Norway gives priority to taking active part in this dialogue.

Africa Partnership Forum (APF)

The APF is a forum for high-level dialogue on Africa's development between a number of countries, organisations and multilateral actors. These include the AU, NEPAD, the G8 countries, the OECD countries (including Norway), the African Development Bank, the World Bank and the UN. The APF has become an important arena for discussing policy issues, strategies and priorities in support of Africa's development. The APF provides an opportunity for donor countries and organisations to coordinate their support to Africa and ensure that it is in line with the African priorities and targets defined by NEPAD. Norway is an active participant in the APF.

Foreign Policy and Global Health Initiative

In 2006, the foreign ministers of Norway and France launched the Foreign Policy and Global Health Initiative with the support of the foreign ministers of Brazil, Indonesia, Senegal, South Africa and Thailand. The aim is to focus attention on the health impacts of foreign policy decisions, which are often felt particularly strongly in African countries, whether they concern trade policy, the protection of intellectual property rights or crises and conflicts. The African participants in this dialogue have emphasised the importance of closer links between development policy and foreign policy in issues related to Aids, migration and the shortage of health workers in Africa. Norway emphasises the links between this initiative, the common efforts to achieve the health-related Millennium Development Goals (see below), and expanded cooperation with other African countries, with a view to strengthening the efforts to reduce child and maternal mortality.

A new political reality in Africa. Ellen Johnson Sirleaf became Africa's first female head of state when she was elected president of Liberia in 2006.



Bilateral cooperation mechanisms

A large number of bilateral cooperation mechanisms have been established between Norway and African countries with a view to strengthening efforts in a range of areas. These include development cooperation, political dialogue and partnerships between institutions. Norway is seeking to use such mechanisms to support development in areas that are priorities for our African partner countries and where Norway has special expertise. Examples of such areas are petroleum management, climate change and energy, peace and reconciliation, fisheries and coastal zone management, and health.

Norway's development cooperation with Africa

Development policy cooperation with Africa

Norway, as one of the world's richest countries, has undertaken clear international commitments to contribute to Africa's development. Poverty reduction is the overriding objective of Norwegian development cooperation, and African countries still face huge challenges related to poverty. Given the different situation in the various countries, the focus of our development cooperation will vary, but particular emphasis is placed on capacity building and transfer of knowledge in areas where Norway has special expertise. The Government has identified five main priority areas for development cooperation: 1) climate change, environment and sustainable development; 2) peacebuilding, human rights and humanitarian assistance; 3) oil and energy; 4) women and gender equality; and 5) good governance and the fight against corruption. Norway will also continue to promote education, health and agriculture through budget support to individual countries. Norway cooperates with the authorities, NGOs, the private sector and multilateral organisations in these efforts, and attaches great importance to forging partnerships and coordinating and harmonising international development efforts.

The Government is currently preparing a white paper on international development policy, which is scheduled to be presented in 2009. Africa will continue to be the key geographical focus of Norwegian development policy efforts.

Cooperation on the health-related MDGs

The Norwegian Government has chosen to take special responsibility for the health-related MDGs, particularly MDG 4 on reducing child mortality and MDG 5 on improving maternal health. Norway is also taking active part in the efforts to achieve MDG 6 on combating HIV/Aids, malaria and other diseases (including tuberculosis).

An important element of Norway's policy in this area is to work together with other actors, such as the British authorities and the Gates Foundation, in a global campaign to achieve these goals. Bilateral cooperation has also been established in some of the countries with the highest child mortality, such as Nigeria and Tanzania. In addition, Norway is playing an important role in supporting the Global Alliance for Vaccines and Immunization (GAVI).

Humanitarian assistance

Many of the world's most serious humanitarian crises take place in Africa. Some of them are caused by natural disasters, such as drought and flooding, but man-made crises, caused by conflicts, lack of resources and poor governance, are often of a greater magnitude. The causes of humanitarian crises are often complex, and it is therefore important to examine humanitarian efforts in the light of other areas of foreign and international development policy. The UN plays a key role in humanitarian efforts, both in its function as international coordinator and through the operational activities of the UN offices, programmes and agencies that work in the humanitarian field. In addition to these organisations, there are several Norwegian NGOs that are important channels for Norway's humanitarian assistance.

The Government will work actively to strengthen the international humanitarian response system, for example through its contributions to the UN Central Emergency Response Fund (CERF) and to country-specific humanitarian funds. The Government also attaches importance to improving the

harmonisation of humanitarian measures with measures in other policy areas. There will be a stronger focus on the prevention of humanitarian crises, which means that our humanitarian efforts must be coordinated with our support for political processes for peace and reconciliation. Norway cannot become engaged everywhere to the same extent, and our efforts will continue to be concentrated on the most acute and large-scale crises.

Photos

page 5: AFP photo/Pius Utomi Ekpei
page 10: AFP photo/Martin Bureau
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