

Engaging diasporas in development: A review of Pilot Project Pakistan

Peace Research Institute Oslo (PRIO)
PO Box 9229 Grønland, NO-0134 Oslo, Norway
Visiting Address: Hausmanns gate 7

Centre for the Study of Civil War (CSCW)
Peace Research Institute Oslo (PRIO)
PO Box 9229 Grønland, NO-0134 Oslo, Norway
Visiting Address: Hausmanns gate 7

Design: Studio 7 www.studio7juno.com
ISBN: ?????



Nepali women's organizations
demonstrating against violence
against women.
Photo: WAPPDCA.

Marta Bivand Erdal
Cindy Horst

Peace Research Institute Oslo (PRIO)

Engaging Diasporas in Development

A Review of Pilot Project Pakistan

Oslo, June 2010

**Marta Bivand Erdal
Cindy Horst**

Peace Research Institute Oslo (PRIO)

This PRIO Paper is a report commissioned by Norad, reviewing the Pilot Project Pakistan. Responsibility for the contents and presentation of findings and recommendations rests with the study team. The views and opinions expressed in the report do not necessarily correspond with those of Norad.

About the authors:

Marta Bivand Erdal is a researcher at PRIO. Her current research is on remittances from immigrants in Norway and migrant transnationalism. Her regional focus is on South Asia. E-mail: marta@prio.no

Cindy Horst is a senior researcher at PRIO. Her current research is on migrant transnationalism in the context of forced migration, including diaspora development and political engagements. Her regional focus is on the Horn of Africa, in particular Somalia. E-mail: cindy@prio.no

For further information about migration research at PRIO, please see: www.prio.no/migration

© Peace Research Institute Oslo (PRIO), 2010.

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or utilized in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, without permission in writing from the copyright holder.

ISBN: 978-82-7288-356-9

Table of Contents

Table of Contents.....	3
Acknowledgements	4
Abbreviations	5
Executive Summary.....	7
Chapter 1: Introduction.....	9
1.1 Why diaspora involvement?.....	9
1.2 Background to Pilot Project Pakistan.....	11
1.3. Review of the Pakistan Pilot Project: Goal and Methods	13
Chapter 2: Experiences from the Pilot Project Pakistan	17
2.1. Actors and their roles.....	17
2.2. Diversity of diaspora-development engagements.....	20
2.3 Development projects in Pakistan.....	23
2.4 Lessons learned in Norway and Pakistan	29
2.5 Evaluation of strength and challenges	33
Chapter 3: Piloting a model for diaspora engagement	37
3.1 Migration-Development Supporting Activities.....	37
3.2. Expansion of the PPP model to include other countries	40
Chapter 4: Recommendations	43
4.1 The closure of the Pilot Project	43
4.2 Diverse competence-building needs	44
4.3 The links between integration and transnational activities	44
4.4 A range of migration-development activities.....	45
4.5 A Framework for Inclusion of Diaspora Groups.....	45
Figure 6: A model for supporting diaspora development projects.....	46
References	47
Appendices.....	49
1. Pakistan fieldtrip for Review of Pilot Project Pakistan.....	49
2. Topics for interviews with Norwegian-Pakistani and Pakistani partner organizations	51
3. Topics for Interviews with representatives of Norwegian government / civil society.....	52
4. Projects Accounts for the year 2009	53
5. Diaspora applications and funding Norad 2007-2010	54

Acknowledgements

The review has been conducted by senior researcher Cindy Horst and researcher Marta Bivand Erdal (PRIO), commissioned by Norad. Special thanks go to Vigdis Halvorsen at Norad. Data collection in Norway has been facilitated by Alice Ennals, the Development fund. Data collection in Pakistan has been facilitated by Zeshan Arif and Abdul Rab from Sungi Development foundation. The data collection in Pakistan was conducted by a team consisting of Marta Bivand Erdal (PRIO), Vigdis Halvorsen (Norad), Arshad Khan (PPP advisory board), Zeshan Arif (Sungi) and Abdul Rab (Sungi). We owe them all great thanks for their efforts and their insights. We are also very grateful to all those cooperating in the review through interviews, focus group discussions, sharing documents etc. We have heavily drawn on your insights in the formulation of this report. Finally, we owe a great thank you to the individuals who sent us their comments on a draft version of this report. The responsibility for the content of this report however lies with the authors.

Abbreviations

AID = Ministry of Labour and Inclusion

BLD = Ministry of Children, Equality and Social Inclusion

DF = Development Fund

MFA= Ministry of Foreign Affairs

NCA = Norwegian Church Aid

NGO = Non Governmental Organization

Norad = Norwegian Agency for Development Cooperation

PPP = Pilot Project Pakistan

Executive Summary

The Pilot Project Pakistan was successful in achieving its main goal of supporting Norwegian-Pakistani organizations that want to foster development in their country of origin, but that do not satisfy Norad requirements for project funding. It has built on and facilitated extremely **dedicated** voluntary activities of **Norwegian Pakistanis** involved, in the process giving recognition to their engagement and thus being a **strong tool of inclusion** in Norwegian society. Its success lies in its flexibility of dealing with a wide range of engagements, through **tailor-made support**, and its opportunities for **sharing experiences and networking** with a wide range of actors – both Norwegian and with migrant background. These two elements need to be build on further in future initiatives that engage diasporas in development. In the course of the pilot project, two of the three organizations that have received support since 2008 are now financed through the regular Norad funding schemes, whereas one organization benefiting from competence building services has managed to apply for these funds directly.

The Norwegian government has committed itself to supporting diaspora engagements in development in White Papers 13 and 15, as well as in Norad's Principles for Support to Civil Society in the South. The review of the Pilot Project has found the **value added** of this commitment to include three dimensions:

1. Increase the development impact of diaspora initiatives
2. Strengthen the inclusion of diaspora groups and individuals through acknowledgment of their efforts as actors in and contributors to development
3. Increase the diversity of development thinking and practice in Norway

As diaspora engagement takes many shapes - individual or collective, providing financial or human capital, and voluntary or for pay/profit - a range of support or collaboration activities are necessary. When it comes to supporting **collective voluntary activities**, the following elements have been crucial for the success of the pilot project:

- A resource organization in Pakistan (Sungi), which fulfilled the following roles: capacity building, monitoring of projects, tailor-made support for both local and diaspora organizations
- A resource organization in Norway (Development Fund), which engaged in: capacity building, tailor-made support, open door and easy access policies, and trust-building measures with Norwegian-Pakistani organizations
- Networking opportunities (pilot meetings, capacity building courses, seminars)
- A participatory approach (inclusive of stakeholders' views and their needs, e.g. through the advisory board)

We suggest that the following elements should be reviewed in a future model:

- The funding ratio. This is currently 50-50 as opposed to the 90-10 that many Norwegian NGOs (including small-scale voluntary organizations) receive
- The length of engagement and commitment: A long-term support mechanism is crucial to guarantee better communication, cooperation and trust between diaspora organizations, Norwegian governmental and civil society actors, and local partners
- The content of capacity building activities. There have been insufficient needs-assessments, especially in relation to competence building-/training needs in Norway
- The relationship between actors in Norway and the country of engagement. There has at times been insufficient coordination of activities (e.g. training of organizations)

We recommend the establishment of a **resource centre** for diaspora organizations (see 4.1 and 4.5), which would be tasked with competence building, assistance in networking, and integration-related activities for the diaspora organizations; and coordination plus mapping activities for Norwegian actors interested in diaspora engagement. This resource centre should be set up with long-term funding and a minimum of 2 staff members, including a diaspora professional. The centre furthermore would have an advisory board where migrants' participation is ensured.

Furthermore, it is crucial not only to focus on supporting collective voluntary engagements but also **engage in other activities simultaneously**. Two areas are critical; remittances and recruitment. Remittances are an area that has been focused on successfully in Norway by addressing the legalization issue and focusing on cutting costs through Finansportalen. Recruitment is another crucial area that needs to receive far greater attention and efforts, than has been the case to date.

Chapter 1: Introduction

In this chapter, we provide background information for the evaluation of the Pilot Project Pakistan. We briefly discuss the increased focus on diaspora¹ engagements in development, internationally and in Norway. Then, we sketch the history and set-up of the Pilot Project Pakistan, which is one important project the Norwegian government has supported in its attempts to facilitate and draw on migration-development links. Finally, we outline the objectives of the review and how the review has been carried out.

1.1 Why diaspora involvement?

Over the past decade international interest in the connections between migration and development has grown significantly. This is observed, among others, in the ongoing Global Forum on Migration and Development (GFMD) at government level, most recently in Athens in November 2009.² A wide variety of international actors are now engaged in exploring the links between migration and development, including inter-governmental actors, governments of origin and destination, civil society and diaspora members and organizations (Glick Schiller 2009, Haas 2010, Nyberg-Sørensen, Hear, and Engberg-Pedersen 2002, Portes 2009). Whether private or collective, economic, political or social, diaspora engagements are recognized as making a difference to conditions in migrants' countries of origin (Horst 2008). Norway has been an active participant in the international dialogue, and has also developed national policy on migration-development links.

In White papers no 13 (2008-2009), *Climate, conflict and capital: Norwegian development policy adapting to change*, and no 15 (2008-2009), *Interests, responsibilities and possibilities: Main contours of Norwegian foreign policy*, the Norwegian Government highlights the importance of including diaspora groups in development cooperation and foreign policy. This is also reflected in Norad's Principles for Support to Civil Society in the South, revised in May 2009. The last of these six principles is dedicated to promoting diaspora participation in development work. These three documents (MFA 2009a, MFA 2009b, Norad 2009) provide a good overview of Norwegian government policy, discussing why it is important to engage diaspora groups and what resources diaspora members have.

In these policy documents, the Norwegian government lists a number of important reasons for why it is important to engage members of the diaspora in development cooperation. Firstly, Norway is home to large numbers of immigrants and Norwegians with migrant backgrounds. The 'new' Norway opens up for new possibilities where the Norwegian society will benefit greatly from a policy that allows for increased participation in foreign policy and

¹ Diaspora= **expatriate minority** communities that have been **dispersed** from the homeland, have a **collective memory**, believe in an eventual **return**, are committed to the **maintenance or restoration of their homeland** and have a **collective identity**, group consciousness and solidarity (Horst 2006: 32-3).

² For more information, see <http://www.gfmd-fmmd.org/>.

development cooperation (MFA 2009b: 70). The documents acknowledge that currently the resources of migrants have been utilised too little and that this needs to change both for the benefit of Norway and the individuals involved. 'Double allegiances, multiple identities and experiences from war and conflict have so far not been identified as a resource, but rather as a social challenge'. 'We must recognize that the identities of the future will extend beyond the national ones and that many people will have strong ties to several countries and communities' (MFA 2009b: 70). By recognizing the new reality of a diverse Norway in which a number of citizens have transnational ties, this fact can be turned into a strategic political resource. For example, development assistance work can build on the advantages they may have as bridges between societies and on their key role in transferring social knowledge (Norad 2009: 19).

When it comes to describing the resources that diaspora groups bring with them when engaging in development, these policy documents as well as international research³ indicate the following. Firstly, diasporas possess valuable knowledge about culture, language, society, history, religion and politics (MFA 2009a: 101). To illustrate the importance of this point, it is beyond doubt a great advantage to be able to follow radio, TV or newspapers in local languages, either while in the country of origin or electronically. Secondly, diaspora knowledge that is of value to development work may include the understanding that comes from having experienced conflict, hunger and/or under-development or seeing its effects on loved ones. These experiences add a dimension to people's motivations and dedication which should not be underestimated in the context of diaspora-development engagements (Brinkerhoff 2006). Thirdly, diaspora resources include networks in the country of origin. 'Both individuals and organizations have good contacts with key milieus in their own or their parents' country of origin' (MFA 2009a: 101, see also Norad 2009: 19). And fourthly, they can also draw the Norwegian public's attention to the development state or political issues in the country of origin – potentially making diaspora individuals and groups important actors for the MFA and Norwegian NGOs.

Sceptics argue that diaspora members are not necessarily 'natural born development workers' and that their lacking knowledge of development work is an important weakness. While this may be true, it can be addressed through capacity building – as is provided for other small-scale voluntary organizations in many countries. In Norway this already happens through umbrella organizations such as FOKUS or Bistandsnemda and through training provided at Bistandstorget. Furthermore, the fact that diaspora benefit from an excellent knowledge of language and culture is also questioned frequently: First generation migrants may not have lived in or even visited their country of origin for many years, meaning that their knowledge and networks are out-dated, and children of migrants do not possess relevant cultural and language skills. Indeed, it is important not to take knowledge and experience for granted. There is obviously a great difference between people who remain connected to and updated on the country of origin, through return visits or transnational means, and those who are not able or willing to do so. At the same time, opportunities to

³ Inter alia for the DIASPEACE (Diasporas for peace. Case studies from the Horn of Africa) project.

return temporarily to engage in development assistance, even after many years, are experienced by all involved as very valuable, and should be facilitated where possible in order to allow migrants to re-establish and update links. And while in some cases personal motivation and dedication to development in regions of origin may decrease for the second or third generation; in other cases the descendants of migrants are interested in contributing to development on humanitarian or religious grounds, and may possess capacities for this work that their parents never had while possibly deliberately overlooking some of the allegiances their parents feel they have to hold on to.

A third set of sceptical arguments are related to understandings of what development is and how it should be done. Discourses on development stress neutrality as fundamental, which means that Norwegian development actors are reluctant to engage with diaspora organizations that are religiously motivated, ‘politicized’, ‘fragmented’ or simply ‘biased’ towards family, clan or ethnic group. A major concern voiced by Norwegian development actors is who the organizations represent. While this is of course a very legitimate question, there are a number of issues to take into account. Firstly, the assumption that western NGOs engage in ‘neutral’ development has been contested for decades (Castles and Delgado Wise 2008, Escobar 1995, Ferguson 1990) which makes it problematic to expect neutrality from diaspora organizations. Secondly, in development practice there is often an inert assumption that someone cannot be neutral if they deal with their own country of origin, especially if that country of origin lies in the global South. Cooperating with immigrants who wish to work in their country of origin thus requires sound efforts in trust building on the side of western development actors. Thirdly, often diaspora groups operate within local realities on the ground, where clan-based trust or religious affiliation does matter, and it may be counter-productive to demand they do not. Finally, whereas there are of course internal diaspora biases, conflicts and inequalities that cause genuine concern, this should not lead to the conclusion that diaspora actors cannot be partners in development. Rather, these issues need to be engaged with – especially considering the fact that diaspora economic, political and socio-cultural engagement and influence in the country of origin is a reality worldwide (Bernal 2006, Brinkerhoff 2004, Gran 2007, Jazayery 2002, Lyons 2007). The added value of diaspora involvement lies in their potential of diversifying our understandings of what development is and how best to achieve it (Horst 2008).

1.2 Background to Pilot Project Pakistan

Set within the broader national and international context sketched above, a particular idea for a Migration and Development project between Norway and Pakistan emerged in 2006, resulting among other from observations coming from the then Ministry of Labour and Inclusion (AID) and the Ministry of Foreign Affairs (MFA).⁴ The MFA and Norad were subsequently given the task of starting a pilot project for diaspora-development engagement in Norway, involving the Pakistani diaspora. Norwegian NGOs (Red Cross, NCA and DF) were also part of the “think-tank” at an early stage. Norwegian-Pakistani organizations were

⁴ Report from a visit of the Minister of Labour and Inclusion, Bjarne Håkon Hanssen, in Pakistan, 21.09.2006, ‘Forskjells-Norge’, in Aftenposten. <http://www.aftenposten.no/nyheter/uriks/article1466249.ece?service=print>

consulted in the process, through a meeting hosted jointly by the AID and MFA, on 17th December 2007. The project was launched by Norad in June 2008, and presented to the wider Norwegian-Pakistani community in Norway on the Pakistani National day, August 14th, in 2008.

The overall goal of PPP is to assist Norwegian-Pakistani organisations that support development in their country of origin, but that do not generally satisfy the requirements set out in Norad's normal support schemes.⁵ PPP has five sub-goals:

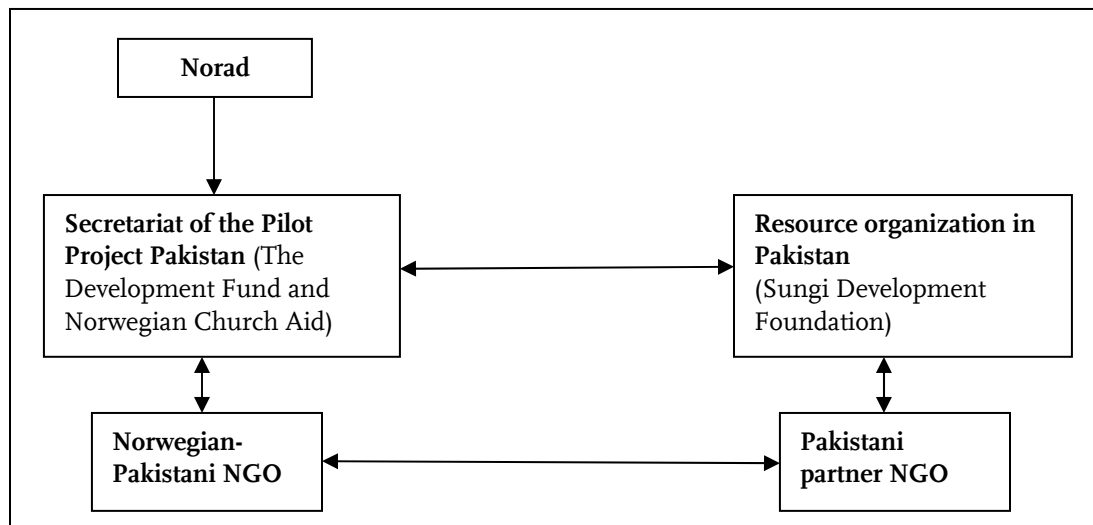
- To improve the development impact of funds that Norwegian-Pakistanis send to projects that promote development in their country of origin;
- To put diaspora and Norwegian-Pakistani organisations in a stronger position when they compete for development funding;
- To make use of the expertise and experience that diaspora and Norwegian-Pakistani organisations have;
- To build competence regarding development cooperation in diaspora and Norwegian-Pakistani organisations, through training and the exchange of experience;
- To gain experience with a view to assessing whether or not a scheme like this could be appropriate for other groups.

Being a pilot project, its aim has been that experiences from the PPP will provide background for developing a diaspora-development engagement model open to diaspora communities in Norway originating from different countries. It is a trial scheme designed to provide experience through strengthening the development cooperation between Norwegian authorities and Norwegian-Pakistani communities in Norway. As the main purpose of PPP is to test new and innovative ways of including diaspora as development partners, preparing the ground for future solutions to the challenge of involving diaspora in development cooperation in Norway, the PPP was not intended to become a permanent mechanism.

Figure 1 provides a simplified version of the model. Funding for the model has come from Norad, who commissioned a secretariat in Norway consisting of the Development Fund and Norwegian Church Aid. The secretariat, and in particular Development Fund, have been responsible for practical implementation, management of grants, quality assurance and capacity building for the Pakistani- Norwegian organizations. A Pakistani resource organisation, Sungi, has had the responsibility for capacity building and quality assurance and monitoring of project implementation and partners in Pakistan. The secretariat has worked in close collaboration with Sungi, in order to guarantee similar close collaboration between the Norwegian-Pakistani NGOs and their Pakistani partners.

⁵ For an overview of diaspora organizations' applications and funding from Norad, see appendix 4. 21 different countries are represented, 16 of these with one organization from each. The 6 countries with most applying organizations are: Pakistan (9), Somalia (8), Sri Lanka (3), Congo DRC (3), Ethiopia (3) and Eritrea (2). Of 83 applications, 17 were funded and 66 were not funded (for the period 2007-2010, only those included in this list)

Figure 1: The Pilot Project Pakistan model for diaspora-development engagement



The total funds allocated to the Pilot Project Pakistan were NOK 4,336,228, managed by the secretariat.⁶ Norwegian organisations with links to Pakistan were encouraged to apply for funding. It was decided that the match-funding ratio was to be 50/50, with a minimum input to projects from the Norwegian-Pakistani organizations set at NOK 100,000. Three grants were awarded to Norwegian-Pakistani NGOs in 2008, five in 2009 and two in 2010 (so far): Rahma Islamic Relief (2008, 2009), Friends of the Mind (2008, 2009), Alfalah Scholarship Programme (2008, 2009), Al-Sarwar Trust (2009), Shah Hamadan Foundation (2009), Tyretechs: Hassan Offset (2010), and Pak-Norwegian Welfare Center (2010). In addition, several NGOs have received training and have been in dialogue with the secretariat regarding new applications. The secretariat also established a consultative group of Norwegian Pakistanis, in order to respect the principle of openness, have a participatory approach, as well as offering another channel for competence building related to development management.

1.3. Review of the Pakistan Pilot Project: Goal and Methods

In accordance with guidelines for PPP dated 01.09.08, the project was planned to be reviewed in 2009. Due to delays in the implementation of the project, this was postponed till 2010. The project itself has also been prolonged, with a final end in 2010. Norad commissioned two researchers at PRIO to conduct the review from April to June 2010. The purpose of the review was to assess to what extent the PPP model is suitable to efficiently take advantage of the added value of diaspora organisations in Norwegian development cooperation, taking into account the main goals and sub-goals of the PPP. Based on the

⁶ For further financial details, see Appendix 5 or Development Fund. 2010. *Annual Narrative Report to Norad on Pilot Project Pakistan 2009*.

review, concrete recommendations were to be provided to Norad on how to foster an appropriate framework for inclusion of diaspora groups.

The review analyzes the level of success of the PPP in achieving its main goal and sub-goals, by assessing factors related to the diaspora organizations, the projects they have implemented in Pakistan and the set-up of the PPP. The focus has been on some of the key goals set out for the PPP: capacity building, increasing developmental impacts and utilising diaspora expertise. The review is based on a triangulation of relevant sources: documents, interviews with stakeholders and a review of existing experiences with diaspora-development engagement internationally.

Document analysis

Document analysis included analysis of all relevant documents produced in connection with the PPP as well as those illustrating the broader migration-development context in Norway. PPP related documents included applications and reports from Norwegian-Pakistani organizations, reports from the Development fund and Sungi, and reports from Norad. Other documents included mainly policy documents, such as White Paper no. 13 (2008-2009): “Climate, Conflict and Capital. Norwegian development policy adapting to change”, White paper no 15 (2008-2009): “Interests, responsibilities and possibilities. Main contours of Norwegian foreign policy” and the Principles for Norad’s support to civil society in the South.

Interviews and focus group with stakeholders within the pilot project

In May, a fieldtrip to Pakistan was undertaken to assess factors related to the projects that were implemented under the PPP. Interviews were conducted using a topic list presented in appendix 2. The fieldtrip consisted of visits and meetings with a total of 9 Pakistani partner organizations, including all those supported through the PPP as well as partners financed through Norads regular scheme in 2010 (appendix 1). In Norway, data was collected throughout the whole period of the review. A focus group meeting was held in Oslo, with the Norwegian-Pakistani organizations involved with the PPP in different ways, with a total of 20 participants. Furthermore, interviews were conducted with 5 Norwegian-Pakistani organizations, including organizations that are on PPP funding, who have moved to regular Norad funding, and who have applied for, but not received, PPP-funding. When it comes to stakeholders from the institutional context, both directly involved with the PPP and more broadly interested in diaspora engagement, a total of 12 interviews were conducted. These included interviews with representatives at the MFA, BLI, as well as larger and smaller Norwegian NGOs. Interviews were conducted drawing from a topic list presented in appendix 3. Furthermore, a focus group discussion was held at the MFA, in order to understand the opportunities and challenges of trying to apply the PPP model to other contexts – including Somalia and Sri Lanka.

A review of international literature and experiences

Simultaneous involvement by PRIO in a large EU-funded research project examining the roles and contributions of diasporas from the Horn of Africa (Somalia, Eritrea and Ethiopia)

in peace building in their countries of origin (DIASPEACE) was also a source of substantial information to the evaluation work. PRIO is coordinating a sub-project on how governments and NGOs in the Netherlands, Germany, Italy, Norway and Finland attempt to cooperate in peace building with diasporas from the Horn. Engagement in DIASPEACE has enabled us to draw on international experiences, with first-hand research on the topic. This has allowed us to give the necessary priority to an analysis of the institutional context of diaspora-development engagement in Norway. We feel this dimension is of vital importance for the implementation of recommendations based on an evaluation of the particular diaspora-development engagement model tested in Norway: the Pakistan Pilot Project.

Chapter 2: Experiences from the Pilot Project Pakistan

In this chapter, we answer to what extent the Pilot Project Pakistan fulfilled its goal of supporting Norwegian-Pakistani organizations' engagements for development in their country of origin. The chapter starts with a discussion of actors and their roles within the pilot project, and emphasizes the wide ranging diversity of diaspora-development engagements within the pilot project and beyond. The development projects in Pakistan and some potential impacts of these are briefly discussed, before key lessons learned from Norway and Pakistan are out-lined. The chapter concludes with a discussion of the strengths and challenges of the ways in each of the five sub-goals of the pilot have been covered.

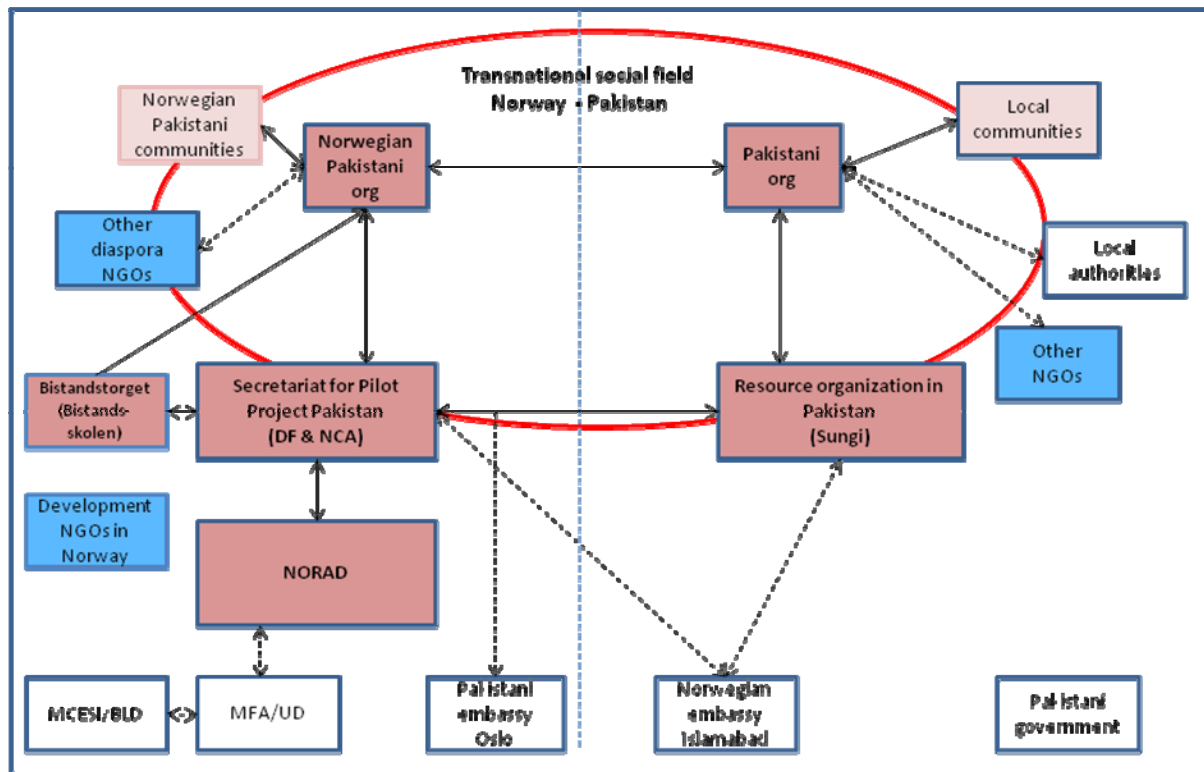
2.1. Actors and their roles

The main actors within the Pilot Project Pakistan were presented in figure 1, and include Norad, the secretariat in Norway (The Development Fund and Norwegian Church Aid), the resource organization in Pakistan (Sungi), and the Norwegian-Pakistani organizations with their Pakistani partner organizations. These are the key actors, which will be discussed in this section. In order to understand the different roles of these actors, they need to be contextualized, leading to an inclusion of more actors, with a less central place within the Pilot Project Pakistan (see figure 2). Some capacity building services in Norway, in the form of courses, have been provided by Bistandsskolen ("the development school" at The Norwegian Development Network (Bistandstorget). During the evolution of PPP Bistandstorget also recognized the need to offer courses for diaspora groups. In this way the first module of Bistandsskolen was developed as a trial and supported by Norad. It was agreed between the Secretariat and Bistandstorget that Norwegian Pakistanis would have priority to enlist in these courses.

The Norwegian-Pakistani organizations, and their partner organizations in Pakistan, form the centre of the pilot model, backed-up by the secretariat of the Pilot Project Pakistan in Norway, and the resource organization in Pakistan. These actors are placed within a transnational social field, spanning Norway and Pakistan. Parts of the Norwegian-Pakistani communities, who act as funders on an individual basis for the projects being co-funded through the PPP, and the local communities in Pakistan, who are the beneficiaries of projects and often in geographical areas of large out-migration, are actors within this transnational social field.

The central actors within the model, facilitating the work of the Norwegian-Pakistani organizations and their partners, relate to the interactions within this transnational social field, but have had a clear division in roles and responsibilities based on each of the two national contexts: the secretariat of the PPP (The Development Fund and Norwegian Church Aid) in Norway and the resource organization (Sungi) in Pakistan. These have played key roles, with the most significant contributions for the pilot being:

Figure 2: Actors and their roles within the Pilot Project Pakistan



Note: Pink =key actors, light pink = related communities (donors/beneficiaries). Blue = not actively involved NGOs. White = government bodies. Grey oval shape = the transnational context of PPP. Norway = left side; Pakistan = right side. Arrows with full lines indicate flows and interactions which are significant within the PPP, arrows with dashed lines indicate weaker flows and interactions.

Secretariat in Norway: trust-building, easy access, individual guidance, capacity building
Resource organization in Pakistan: individual guidance, capacity building, monitoring of projects

In Norway parts of the capacity building has been out-sourced to Bistandsskolen (“the development school”), run by The Norwegian Development Network (Bistandstorget). These courses run during weekends, targeting small development NGOs in Norway, both with and without diaspora backgrounds. As this fitted well with the profile of organizations participating in the PPP, it was decided that the ‘formal’ capacity building within the PPP, would be conducted through courses at Bistandsskolen. The courses have been on the following topics: basic understanding of development, the project cycle, financial management, measuring results and cross-cutting themes (gender, do-no-harm, environment, corruption, etc).

A number of organizations have applied and not received funding from the PPP. Some of these have continued to apply, and have received funding for 2010, while others have not come up with applications which could be funded (yet). The PPP has funded the projects of

7 Norwegian-Pakistani organizations⁷ between 2008-2010. There are of course many more Norwegian-Pakistani organizations that could potentially be involved in development cooperation, and there are also individuals who engage in diverse development initiatives in Pakistan. Despite the relatively few Norwegian-Pakistani organizations funded through the pilot, participants seem convinced that a majority of the relevant development initiatives in Pakistan are covered. The outreach activities, trust-building and information work performed by the secretariat of the PPP, combined with the attention this has received among Norwegian-Pakistani communities, suggests that the information has been sufficiently spread, and that perhaps in the current time-frame, the majority of organizations/ initiatives which are relevant to the PPP, have been reached with information about the PPP.

Importantly, all these actors are set within structural contexts which affect the space open for them to act within. In the development sector, the context of other NGOs is important. This includes the large Norwegian development NGOs, some present in Pakistan, International NGOs, as well as Pakistani NGOs. Knowledge of the NGO world, funding procedures and networking opportunities are essential to fitting in to the development landscape in Pakistan, as well as in Norway.

There is also a landscape of government bodies in Norway and in Pakistan, which can be important for the ways in which projects develop and are implemented. This includes, on the Norwegian side, Norad; the Ministry of Foreign Affairs (MFA); the Ministry of Children, Equality and Social Inclusion (BLD, prior to 2009 within the Ministry of Labour and Social Inclusion, AID); as well as the Norwegian Embassy in Pakistan. Experiences from the pilot suggest that there is a potentially larger role to play for the Norwegian Embassy, as there is an interest among embassy staff and an interest among Norwegian Pakistanis in stronger links. Beyond this on the Norwegian side, the key relationship has been with Norad, mainly operationalized through the PPP secretariat. While it is not natural to assume that the Ministry of Foreign Affairs or the Ministry of Children, Equality and Social Inclusion should have active roles in a diaspora-development engagement initiative there is a challenge with a gap in the structural context; especially in relation to the funding streams for these, relatively resource-demanding, activities. Diaspora-development engagements, which focus on development projects in countries of origin but have clear relevance to integration in the country of settlement, challenge the structural divisions within the Norwegian system. An increased awareness of the need for cooperation between government bodies, and for migrant-related policies to be more integrated across different themes, is necessary. This can be achieved first by establishing a forum for recurring discussions between MFA, Norad and BLD.

⁷ 9 organizations have been supported in Pakistan, as 1 organization in Norway has 2 partner organizations in Pakistan (1 PPP supported, 1 supported through regular Norad funding); and 1 organization in Pakistan has been part of the PPP because their Norwegian-Pakistani partner receives funding from the regular Norad scheme. Total number of organizations involved in Norway is 7, plus 1 Norad funded, plus several who have not received funding.

On the Pakistani side, the structural context includes the national government, including ministries responsible for development within health, education or other fields; the Ministry for Overseas Pakistanis; but importantly also government bodies at the provincial, district and local levels. Pakistani authorities have established systems for NGO registration, have extensive experience with development cooperation with international funders, and grant basic freedoms of organization, and Pakistan may therefore, in a structural sense, be seen as a relatively conducive environment for implementing development projects. Yet by and large, cooperation with authorities in Pakistan has not been strong, despite the fact that this could be a key to sustainability of many of the projects, in particular those dealing with service delivery. The lack of cooperation happens often despite the efforts made by the Norwegian-Pakistani and partner organizations, which try to establish working relationships with local authorities. In many cases communication is established, but there is little scope for real cooperation, explained either in terms of these authorities lacking funds to be able to enter into the cooperation, or for formal/procedural reasons. It is important to maintain a balance between encouraging diaspora organizations to cooperate with authorities in the country of origin, and up-holding principles of a free and independent civil society. In some contexts, close cooperation with local authorities may be considered a strength for development projects, in other cases; it may be a challenge.

2.2. Diversity of diaspora-development engagements

Within immigrant communities, such as the Norwegian-Pakistanis, a variety of development engagements are present. These include individual and collective actions. The pilot project has been targeting those working with development at a collective level – as organizations. The experience of the pilot demonstrates the diversity of diaspora-development engagements, even when only collective initiatives are specifically targeted. This diversity relates to *when and why organizations were established in Norway and in Pakistan, what kind of development work they engage in and approaches to the local community as beneficiaries. Gender and generation* are two further dimensions of diversity, found among the participants of the PPP. The *motivations for engagement with development* are also diverse. Motivations among pilot participants often centre on issues of owing something to one's country of origin and people, and wishing to contribute as oneself is now in a better position. There is a variety of more religious or more humanitarian based explanations for development engagements, spanning a continuum. There are also some interesting differences between the Norwegian-Pakistani and Pakistani partner organizations in terms of *voluntary vs. paid work*, which relate to, but in this case do not overlap with, a *distinction between professional and non-professional actors*.

Among the Norwegian-Pakistani organizations supported by the pilot project, there are organizations established more than a decade ago, organizations established a few years ago, and organizations formally set up in connection with applying for pilot funding. In most cases organizations have resulted from the personal initiative of one or a few people, and grow out of their personal networks. Some organizations work on projects and initiatives in Norway, focusing on the well-being of Pakistanis and inclusion in Norwegian society, while

others only focus on development efforts in Pakistan. All organizations in Norway involved with the pilot are predominantly based on voluntary work, only a few have employed staff in Norway, and these are the organizations who are involved in a number of different projects, both in Norway and in Pakistan. This is in contrast to the situation of the Pakistani partner organizations, which are predominantly basing their work on employed staff, running the organizations and implementing the projects.

For the Norwegian-Pakistani partner organizations, their members' voluntary efforts are one of their main strengths. These efforts are put to use for fund-raising for projects, for sharing information about the project with potential donors, for building up the organizations, for capacity building courses, for PPP-meetings and seminars, for communication and follow-up of the Pakistani partner organizations, as well as for the administrative requirements within the pilot, such as applications, budgets, reporting and auditing. Among the organizations there is diversity in terms of the pool of involved members who have time and resources to contribute to each of these tasks. There are differences in background and educational levels, resulting in a variety of needs which the pilot project secretariat has strived to meet for the different organizations.

None of the participants in the PPP had experience and knowledge of development work, as understood by Norwegian mainstream development actors. But some organizations had previously engaged in development projects in Pakistan, emergency relief fund raising (e.g. for the 2005 Earth quake in Pakistan) and projects in Norway. Some organizations therefore had contacts with Norwegian NGOs and funding for projects in Norway, but this was a small minority. For most participants the Norwegian development landscape was unknown, and they did not have relevant networks in Norwegian civil society to draw on. Some of the challenges of the Norwegian-Pakistani organizations are similar to those of small NGOs everywhere, including small NGOs in Norway who want to engage in development work. These small organizations have in common that they do not have experience, or necessarily, competence, to enter into the professional development world. They need information, capacity building and individual guidance, in order to find their way. For diaspora organizations, an added disadvantage could be not having the networks and knowing the Norwegian context, as well as other small Norwegian NGOs.

Among the participating organizations in the PPP, most of the leading and active persons (e.g. members of boards) are men. Notably, some of the organizations have women who are active within their boards, and who have participated within the pilot project, including at pilot meetings, trips and discussions⁸. There has also been female representation on the advisory board of the PPP, in majority in the first year. Only one of the Norwegian-Pakistani women's organizations has applied for funding, but the application was not successful. This might be related to the fact that the most active women's organizations focus on integration-related projects in Norway. Overall there is a variation among the organizations in Norway in terms of how many women are active within them, and no women's organization is part of

⁸ The focus group organized with PPP participants in Norway, gathered 20 participants, of these 3 were women.

the PPP as a funded organization⁹. In terms of employees in Pakistan, NGOs have female and male staff, though there are more men. At the project level, gender is a clear focus in most projects and the key area of operation in a number of them – including educational projects for girls and women, providing female health staff at clinics and health services for women.

As Pakistani migration to Norway started in the 1970s, there is now a generation of migrants, many of whom are older adults; an in-the-middle generation of people who came to Norway in their teens; a generation of young people born and raised in Norway; and the beginnings of a third-generation. As migration from Pakistan to Norway has been characterized by extended family chain migration, there is a mix of first- and second-generation migrants among the younger adult age groups. Among the PPP participants, there both people who themselves migrated to Norway as adults, and a number of people who came to Norway as youth or have been raised in Norway. Based on the small number of participating organizations, it is hard to generalize about the differences between generations, but there certainly seems to be potential for engaging second generation in development in the country of origin. As links with specific locations of origin weaken, there may be larger scope for development involvement in other areas of the country of origin – as in the case of Rahma. Descendants of migrants may be engaged in development work with religious motivations as Muslims rather than solely because of their origin.

The diversity of organizations is also reflected among the Pakistani partner organizations. These include well-established Pakistani development NGOs, working on many different projects, with national and international funders, small NGOs working on one particular project for a longer period of time, and newly established NGOs that are working only on the project funded by the pilot. Interestingly two of the partner organizations in Pakistan were either established by or had as their chair of the board, a Pakistani who had returned from the diaspora (in both instances from the US). These organizations, one a well-established large NGO, the other a much smaller and more localized NGO, had strong potential for targeting diaspora and international funders for their work. A third partner NGO had as a chair person a man who had travelled the Pakistani diaspora widely, and also had many connections, providing a diversity of potential funding options.

In total, five of the Pakistani partner organizations were set up without Norwegian-Pakistani involvement¹⁰. The remaining four partner organizations¹¹ in Pakistan had been set up by the Norwegian-Pakistani organization in cooperation with involved Pakistanis. These were generally younger organizations, where institution building and organizational strengthening have been important dimensions of capacity building interventions, and where the impacts of the pilot have been all the more significant. The challenges related to

⁹ While the migration-development debate has been accused of being gender-blind (Kunz 2008), this may not be said in general of the PPP, though challenges related to gender relations remain an issue.

¹⁰ Read foundation, Rifah, Shah Hamadan foundation, Alfalah scholarship, Friends of the Mind.

¹¹ Al-Sarwar trust, Al Munir Development Foundation, Smile, Umang Social Welfare Society

cooperation, partnership and roles within the project are of course very different in these two different scenarios (existing organization vs. organization set up by Norwegian-Pakistanis in connection to their project). The variety in Pakistani partner organizations includes size of NGO and organizational set-up, experience with development work and level of professionalism and connections with the wider Pakistani-diaspora and international funding bodies.

It was assumed prior to the start of the pilot, that family connections would be one of the challenges in working with Norwegian-Pakistani organizations and partners in Pakistan. This was based on the fact that Norwegian-Pakistani migration is largely, though not exclusively, family chain-migration from a limited area of Northern Punjab (Jhelum-Kharian-Gujrat). The combination of the importance of kinship networks locally and transnationally, with the fact that many people originate from the same areas, led to an awareness of ‘family connections’ as a potential pitfall in relation to the pilot project (Bolognani 2007, Døving 2005, Shaw 2000, Østberg 2003). This is a relevant concern, and is likely to be one in relation to other diasporas as well. However, the pilot project experience has shown that ‘family connections’ which may potentially be seen as problematic in the context development funding, have been less of an issue than was expected. Simultaneously, where this has been a challenge (for three pairs of partner organizations), addressing the issue through capacity building and reflections with involved organizations is contributing to changes, at the organizational level, as well as in terms of personal understanding.¹²

2.3 Development projects in Pakistan

The Pilot Project Pakistan has supported concrete development projects in Pakistan. While some of them have been funded for the past 1.5 years, since the second half of 2008, others have only started receiving funding in the spring of 2010. Because of this time-frame and the scope of this review, a full evaluation of these development projects is impossible. This section will provide an overview of the development projects, their potential impact, as well as the PPP’s relevance for the development impact of these projects.

The organizations and projects

The table below shows the variety of experiences among organizations and projects within the project, just based on when they have received funding. The table also clearly demonstrates the two key fields of work: education and health. A brief description of each project will now follow, before a map presenting the location of the organizations and projects in Pakistan.

¹² Furthermore, many mainstream NGOs in Pakistan started as small family-based organizations that developed over time.

Figure 3: Organizations within the Pilot Project Pakistan

<i>Norwegian-Pakistani organization</i>	<i>Pakistani partner organization</i>	<i>Field of work</i>	<i>Year of PPP funding</i>
Alfalah Scholarships Norway	Alfalah Scholarships	Education	2008, 2009
Al Sarwar Trust Norway	Al Sarwar Trust Pakistan	Health	2009
*Friends of the Mind Norway	Friends of the Mind	Health	2008, 2009
**Internasjonal Helse - og Sosial Gruppe	Al Munir development foundation	Health	
*Rahma	READ-foundation	Education	
Rahma	Rifah-trust	Education	2008, 2009
Shah Hamadan foundation Norway	Shah Hamadan foundation	Education	2009
Tyretechs/SMILE Norway	SMILE	Environmental	2010
Pak-Norwegian Welfare Center	Umang Social Welfare Society	Education	2010

Note: * Have received PPP funding for 2009, and are receiving regular Norad funding for 2010. **Has received funding from Norad's regular funding for 2009 and 2010, but has been part of the PPP.

Alfalah scholarship

Alfalah is a scholarship system, providing scholarships for young boys and girls who are talented, but come from poor backgrounds. The scheme receives applications from all over Pakistan, but has been supporting mainly children from Punjab, and in particular for Gujrat district. The scholarship focuses on supporting girls and boys, though more boys are supported for higher education. The organization has a clear profile on including minorities, such as Christians.

Al Sarwar trust

The main part of Al Sarwar trust's project is a hospital in a remote rural area. The hospital has been built and furnished mainly using private funds. PPP funds have been used to develop the building further, as well as covering running costs, and providing funding for health camps in nearby villages, where free check-ups and medication is offered. The project also provides cost-free health care to those who cannot pay.

Friends of the Mind

Friends of the Mind works on mental health issues, targeting mentally ill people and drug addicts. They relate to a government mental health hospital, but mainly provide community based solutions for affected groups. They also work with advocacy and at a policy level, due to the sensitive nature of mental health problems in the Pakistani context.

Al Munir Development Foundation

The main part of Al Munir Development Foundation's project is a hospital. The hospital is in a rural area, but not very far from a smaller urban centre. The hospital runs medical camps in villages, and provides cost-free health care to those who cannot pay. The hospital has been built partly with private funds, prior to the PPP starting. Norad funding is supporting costs of equipping the hospital (through regular Norad funding).

READ-foundation

The projects which are supported through Rahma (Norad funding for 2010) are focusing on education of girls. READ runs several hundred schools, mainly in Northern parts of Pakistan. A particular focus is on orphans and on helping girls stay in school, by providing stipends for them and their families, covering the loss of a potential income.

Rifah-trust

The project is mainly educational, with a no-cost primary-school (to year 5), as well as 3 month and 1 year vocational training for young boys and girls. Courses include mobile phone repairs, AC /refrigeration repairs, basic electronics and sewing classes. In connection with the school/training institute, a health facility open to the local community, free of-cost, is also available.

Shah Hamadan foundation

The project focuses on education and targets poor communities. A particular focus is placed on girls' education. The project has a religious dimension, with an aim to foster moderate Islam, combining moderate Western academic values, with Islamic values. A school has been built, but due to security considerations, there has been a delay in opening the school. Measures are being taken in order to open the school.

SMILE

SMILE's project focuses on waste management in a couple of communities at the outskirts of a small urban centre. As part of the project, the organization has contributed to empowerment of women in the community, raised awareness about private-public relations and a focus on minorities within the communities. The project collects waste, which is sorted in different categories, from a couple hundred households in the area, and deals with the waste.

Umang Social Welfare Society

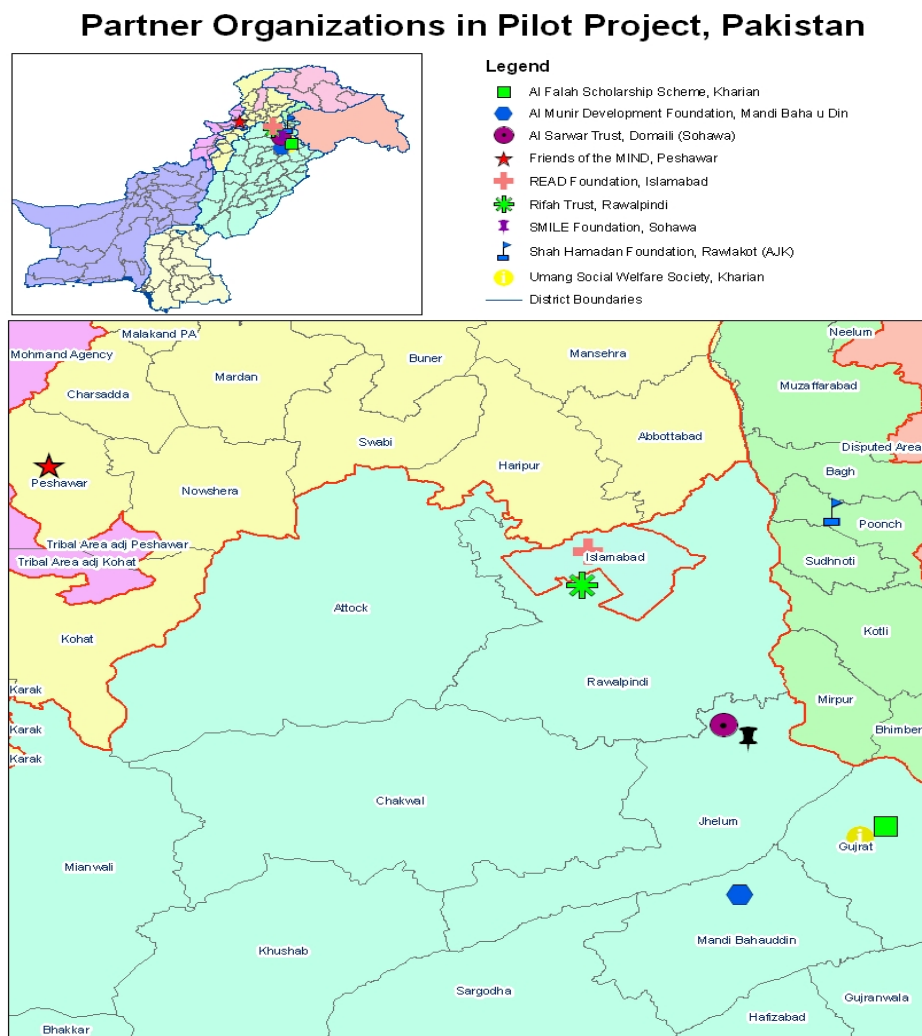
Umang Social Welfare Society runs a training centre for girls and women, where sewing is the key area of training. The girls and women are provided with basic educational skills, based on their previous level of schooling. The training centre hopes to become self-

sustainable through being able to sell the products the students make, toward the end of their training period.

Location of projects in Pakistan

The map below shows the location of projects in Pakistan. In the case of READ-foundation their head-office in Islamabad is marked, whereas their projects span large areas of Northern Pakistan. As may be expected, five projects are placed within areas of large out-migration to Norway, close to Kharian (Gujrat), Sohawa (Jhelum) and Mandi Bahauddin, all in Punjab. Interestingly, four projects are not within the areas where a majority of Norwegian-Pakistanis originate. These are located in Peshawar (North West Frontier Province), Rawalkot (Azad Jammu Kashmir and in Rawalpindi (next to Islamabad) (and projects throughout the North, READ).

Figure 4: Map of Pakistani with Pilot Project Partner organizations.



Relevance of the PPP for the development impact of the projects

The projects in Pakistan are predominantly service delivery projects. In a context where the state is not providing free services, e.g. health and education, to their population, the demand for such service delivery is great. As such, the development projects are filling a need within the local communities where they are working. Simultaneously, the projects are rarely 'just' service delivery projects. Most of the projects now have a community development dimension integrated, with attention given to one or more of the following dimensions: gender, minorities, empowerment and awareness raising on health, educational and environmental issues.¹³

While most projects were set up in dialogue with local communities, either using participatory approaches or through more traditional channels, such as through community or religious leaders, this would not have been the case to the same extent without influence from Sungi and the pilot project. The implementation has included a focus on trust building and cooperation with the local population. For some projects the need for such cooperation came as a surprise, and has meant extra work and efforts to achieve; for others, the local communities have been overwhelmingly positive, and demand e.g. for places in training institutes, has been higher than the organizations had expected.

'We have learned from our experiences in Norway that it is possible to change people's attitudes. That's why we tried to change people's attitudes to garbage collectors (caste/religious minorities). We did not know whether it would work. People said it wouldn't - but now we are seeing that it is possible. The local people are giving the garbage collectors water. Maybe not in glasses from their houses, but they are offering them water in their bottles, when they need a drink. This is a huge change from when we started, less than a year ago. Through the pilot we learned how important it is to include the local population, to understand them – and now we see that we can work with them – and that change is possible.'

The above quote from a Norwegian-Pakistani NGO participating in the PPP, explicitly refers to some of the ways in which the pilot has contributed to 'better development' and thus to increasing the potential for long-term development impacts of the project in question. In this particular case, *experiences from Norway* are mentioned as part of what makes the diaspora members confident, that despite skepticism, their project is feasible – change is possible. At the same time, it shows that without *the pilot's capacity building measures*, they would not know how to interact in a development-friendly way with the local community, how to encourage their participation, lead a dialogue with them, and the importance of this process for the potential success of the project.

A majority of projects have an explicit focus on *gender*, both in terms of girls/women being target groups, and in terms of the ways in which projects are implemented. The focus is on

¹³ For more details of output of the development projects, please refer to the annual report of the Pilot Project Pakistan to Norad for 2009 (Development Fund, The Secretariat, 2010), which includes figures on students for educational institutions, on patients for medical facilities, etc.

increasing girls/women's opportunities in society as well as dimensions of empowerment. As one Norwegian-Pakistani participant explained: *'In some of the communities, the women don't go out. If they can go to a course, they have a reason to leave the house. Then they can take part in the course, and they get a chance to socialize. Maybe they will see what opportunities are there outside for them, they will get used to go out, and their families will get used to it'*. The statement shows that women's education/training is not only perceived as a matter of education, it is also related to gender relations in society, and a wish to change some of these. It is hard to assess to what extent this is a result of the PPP influence, and the focus on *gender* from Norad as a funding body, or whether this is more related to the needs which communities and the organizations working there have observed. It is likely to be a combination, and the *gender* focus may also be seen in the context of diaspora members' post-migration experiences in Norwegian society.¹⁴

A further implication of the PPP for the development impact of projects in Pakistan is related to *awareness of development processes* in general, but also specifically in Pakistan. For many of the involved Norwegian-Pakistanis, the meeting with Sungi was an eye-opener in terms of learning about professional development work in Pakistan today. One of the people interviewed in Pakistan explained:

'It is important to encourage the diaspora. But it is better if they donate to registered NGOs, rather than to encourage NGO mushrooming. Donations to individuals are not accountable; therefore it is better to go through NGOs. There is a need for awareness raising among Pakistanis in Norway on this issue. To increase the effect of the money being sent, to increase the community effect, it should be through NGOs'

Many of the Norwegian-Pakistani organizations, working with Pakistani partner organizations, have learned to acknowledge the development competence which lies with staff in these partner organizations. Despite the challenge of staff-turn-over in the Pakistani partner NGOs, as a result of PPP measures and Sungi's active engagement, the organizations most often have very competent staff, some of which have experience of development work for a number of years in other NGOs working with development in Pakistan. The increasing professionalism of the staff members in the Pakistani partner organizations, combined with the increasing awareness and acknowledgment of this as an important issue among the Norwegian-Pakistanis, has great potential for increasing the development impact of the projects being implemented.

The sustainability of these development projects is very hard to assess after a maximum of 1.5 years external funding for some, and less for others. However, it seems clear that awareness about the importance of sustainability of development efforts, and measures which may be taken in order to achieve self-financing for instance, has increased as a direct result of the PPP.

¹⁴ In some cases diaspora populations become more 'conservative' than the society of origin as time passes, for instance with regard to gender issues.

2.4 Lessons learned in Norway and Pakistan

Trust building

The secretariat of the PPP has invested a lot of time in building trust with Norwegian-Pakistani organizations interested in applying for funds. Trust building is time consuming, but has proved necessary, and has involved a large range of different people, including those who are now the core of the PPP in Norway. Basic knowledge of the diaspora communities and the country of origin has been a key issue¹⁵. Here the personal efforts and dedication of the staff of the PPP secretariat, combined with the experiences of NCA with work in Pakistan, have been an advantage. In order to ensure openness and a participatory approach within the PPP, an advisory board was set-up in 2008, with continuations in 2009 and 2010, but changing membership. A participatory approach within the PPP has been important, not only for principle reasons, but also as a tool for trust building. Part of the aim of the model is to make use of diaspora knowledge and competence; in order for this to be possible, hearing other people's views, taking them seriously and letting them have a say on what should happen in the future, are all important components of this approach. As a representative of one of the more established Norwegian-Pakistanis organizations explained: *'for diaspora-development engagement, it is important to consider the existing and previous experiences of diaspora organizations in Norway. The diaspora organizations that have a lot of experience should be asked to contribute. We have tried to contribute like this to the PPP'*.¹⁶ Finally, the Development Fund has constructed a web-site with all necessary information and resources for Norwegian-Pakistani organizations that want to apply for funding from the PPP¹⁷, underlining a principle of openness, which should also be seen in light of the question of trust building among diaspora populations.

Organization building

In Norway, as in Pakistan, large investments have been made in organization building. Many Norwegian-Pakistani organizations were not formally organized or registered in the necessary way. Many did not have functioning organizational systems for decision-making or for information sharing. Participants stress that taking part in the pilot project has changed the ways they think about organizations; really making them see the benefits of working on an organizational rather than individual basis. For the Pakistani partner organizations, there is a large variety in terms of levels of organizational development. However, four of the partner organizations have been set-up as part of the PPP, and naturally are young, small organizations, facing huge challenges in relation to their own organization building. This is time-consuming, both for those providing support (PPP secretariat and resource organization), and for the people involved with these organizations in Norway and Pakistan. It is important that sufficient time and resources are set aside for

¹⁵ See also Mercer et al 2009 on transnational migrant networks and development.

¹⁶ Interviews in Norway with Norwegian Pakistanis were conducted in Norwegian, quotes have been translated into English.

¹⁷ http://www.utviklingsfondet.no/Utviklingsfondet--forsiden/Vart_arbeid/Tema_vi_jobber_med/Diaspora_i_Norge/Pilot_Pakistan/

organization building, and that it is acknowledged that this is a core part of a diaspora-development engagement model. Diversity among diaspora organizations is an important asset, therefore individual, tailor-made follow-up with organizations is important, in order to help them build their organizations, and support organizational development in their partner organizations. One PPP participant explained: *'We did not have any experience with development work, with being neutral and thinking about democratic processes in organizations.'* Beyond the direct benefit of more efficient implementation of development projects funded through the PPP, these processes are concrete contributions to enhancing civil society and democratic principles among diaspora populations in Norway, as well as in the local contexts in Pakistan – if given sufficient time.

The effects of capacity building

Capacity building in Norway has consisted of individual follow-up by the secretariat of the PPP, combined with some courses (e.g. on auditing) and weekend courses provided by Bistandsskolen. Additionally, many Norwegian-Pakistani organizations have also taken part in capacity building provided by Sungi, either in Pakistan, or in connection with Sungi's visits to Norway (in 2008 and 2009¹⁸). While it is difficult to measure the effect of capacity building efforts at a general level, there are several indications of success. Two of the organizations previously on PPP-funding (Rahma and Friends of the Mind), received funding from Norad's regular scheme for their projects in 2010. Another organization, IHSG, has benefitted from PPP-capacity building, and received regular Norad funding directly since 2009. Furthermore, some organizations have benefitted immensely from capacity building in Norway, giving them opportunities to learn more about development and NGO project management, enabling them to carry out the work they had envisaged. For some this has meant a change in approach and understanding of development, as members of one organization explained: *'It has been important to learn to think differently about development. I am a trained medical doctor, I only thought about the medical side. It's good to learn about development more broadly'*. For others capacity building has meant moving away from an approach where *'this is my project'*, to an approach where there are truly two partner organizations working in a collaborative effort to help local communities in Pakistan – who on their side are now included as stakeholders in the project. For some organizations the changes happening within the past 1-2 years in terms of approach and attitude to development work have been significant.

The quest for synergies – networking and experience sharing

An underlying assumption among some policy makers is that there are particular ways in which diaspora-development engagement ideally should be shaped, to make it efficient and manageable, as well as for creating synergies. Among pilot project participants, awareness of the value-added of being part of a model with other NGOs initially was not high. After 1.5 years of running time, all organizations participating in the Pilot Project Pakistan in Norway

¹⁸ In particular the training course organized by Sungi, with capacity building in Urdu, was important as it reached all interested Norwegian-Pakistani organizations in the Oslo-area. Capacity building is one of the planned components for Sungi's visit to Norway in September 2010.

strongly emphasize the significance of the synergies of this experience. As two PPP participants explained: *‘Because of the pilot, people are now more aware that there is a potential for synergies. Those who work on development in Pakistan talk more to each other, exchange experiences and learn from each other’* and *‘Actually, network meetings to share experiences, have been the most useful to us.’* All participants in Norway have taken part in networking activities and shared experiences, with each other and the PPP secretariat, but also to a smaller extent with other Norwegian development NGOs and Norad. Networking and experience sharing have resulted in an increased awareness of the importance of unforeseen synergies among the participants in the Pilot Project Pakistan, and ideas about future networking and opportunities for supporting each other are emerging. Interestingly, a parallel process is ongoing in Pakistan, where partner organizations have been brought together for capacity building sessions. While the emphasis on networking and experience sharing is higher among Norwegian-Pakistani organizations, Pakistani partner organizations, particularly those working within the same fields (e.g. education or health), have benefitted from synergies as a result of the PPP.

The key role of Sungi as a resource organization

Among Norwegian-Pakistani organizations, as well as the Pakistani organizations, the importance of Sungi for the success of individual projects and the PPP model as a whole has been underlined. This was clearly articulated by one participant: *‘The biggest benefit from the PPP, in my opinion, is definitely Sungi: their local knowledge in Pakistan, their networks.’* The role of Sungi has been individual follow-up, capacity building, organizational support and monitoring projects. A hands-on approach, and focus on personal relations with the individuals involved, as staff- and board-members, as well as individuals from the Norwegian-Pakistani organizations, has contributed to the great steps taken by many of the PPP-projects during the past 1.5 years – especially in terms of organizational practices and understandings of sustainable development. Like with the PPP secretariat in Norway, Sungi has also had 1 dedicated staff member, working on the PPP, with additional support from other staff members on occasions; the personal dedication of the staff working on the PPP model has been of key importance. Finally, it should be noted that there was initially skepticism among Norwegian-Pakistanis at the idea of a Pakistani resource organization; why would they need another link in the chain, why would they who are diaspora members need a local NGO to support and facilitate their involvement in their country of origin? The change in attitudes after having worked with Sungi, and received Sungi teams in Norway, is remarkable.

The challenges of NGO management in Pakistan

A substantial component of the PPP is related to NGO management in Pakistan. Five of nine partners were established organizations prior to the PPP start, but even some of these five organizations have been in need of substantive organizational development measures, in terms of organizational set-up, board-staff relations, formal procedures, just to mention some common issues. For the remaining four organizations, as they have only recently been

set up as formal NGOs, all challenges related to setting up an NGO are present.¹⁹ An issue which none of the Norwegian-Pakistani organizations were prepared for, and which reflects the challenges of NGO management in Pakistan, is related to staff-turn over. This came up in most interviews in Pakistan, for instance: *'A challenge we are facing is that our project manager left, after one year. Now we have hired a new one, but he needs training. The first one had gone through the capacity building with Sungi'*. For many of the organizations who faced challenges in their set-up, staff-turn over makes them even more vulnerable, and the pressure to comply with the formal reporting requirements for PPP funds has been an important issue in this context. With the help of Sungi, many organizations have developed procedures for maintaining reporting and financial management, so as to secure themselves against the extreme vulnerability of staff-turn over, in a context where procedures for record keeping were not in place. Further challenges, such as the equal partnership between Norwegian-Pakistani partners and Pakistani implementing organizations, as well as staff-board roles within NGOs, remain challenges to the organizations both in Norway and in Pakistan.

Development engagements in a transnational context

While the transnational context is evident, given that the PPP is a diaspora-development engagement model, it is important to acknowledge the reality and implications of this transnational context. One dimension relates to the fact that travel, in the context of Norway-Pakistan, is relatively easy though costly: *'The project is well placed in terms of people from Norway travelling by, when they are on visits in Pakistan. We sometimes get news from Norwegian-Pakistanis who are individual donors, who visit the project when on holiday in Pakistan. This gives them the chance to check-up on what we're doing.'* As this particular project was placed in a location where it was likely that many Norwegian-Pakistanis would pass, they could in fact drop-in, when they were on holiday. This shows how the transnational context means that in diaspora-development initiatives it can be easier for individual donors to check-up on what is happening themselves, adding an interesting dimension to transparency and information sharing. Another dimension of the transnational context relates to the sometimes blurry lines between the locations of actors. While there are Norwegian-Pakistani organizations and Pakistani partner organizations, actors from the Norwegian-Pakistani side have mobility resources enabling them to go back and forth, with implications for instance for capacity building: *'The capacity building in Norway has been useful, and it has been in interaction with the capacity building in Pakistan, where Sungi has been important. We've taken part in courses in Pakistan, and then Sungi have been here in Norway too.'* The implication of the transnational context is that measures undertaken in one context have to relate to the other context as well. There is frequent communication, with phone calls, Skype and e-mail, in addition to personal visits, mostly from Norway to Pakistan, but also from Pakistan to Norway.

¹⁹ Among the Pakistani partner organizations, only READ-foundation may be described as a large and fully professional development NGO, in the Pakistani context.

What is a development project?

Not all Norwegian-Pakistanis who have applied to the PPP for funding have received it, and not all Norwegian-Pakistanis involved with development related work in Pakistan have applied. An important lesson learned from Norway is the diversity in migrants' development initiatives. Not all such development, humanitarian or charitable actions, should be seen as potential development projects. Meanwhile, the people involved with such initiatives, and their voluntary work, could benefit from capacity building for development, targeted towards diaspora populations. For some, their work could in time evolve into work which would fit the framework of Norwegian-state-funded development, through Norad. For others, capacity building could strengthen the quality of organizations and interventions on the ground in countries in the South, with no further financial involvement from the Norwegian side.

2.5 Evaluation of strength and challenges

Through a discussion of the actors and their roles within the model; the diversity of diaspora engagements; the development projects in Pakistan and the lessons learned in Norway and Pakistan, this chapter has discussed the ways in which the pilot project has sought to address the challenge of strengthening Norwegian-Pakistani diaspora development initiatives. Five sub-goals were set out for the Pilot Project Pakistan, each of which will be briefly addressed below, including strengths and challenges in relation to these sub-goals.

To improve the development impact of funds that Norwegian-Pakistanis send to projects that promote development in their country of origin;

- The PPP has contributed to strengthening the development impact of diaspora-development engagements through organizational development in both Norway and Pakistan, raised awareness and knowledge about development processes, including a focus on participatory approaches, gender and sustainability of initiatives.
- The main challenge in improving the development impact of PPP projects relates to the short time-frame of the pilot, in contrast to a longer term follow-up which is necessary to fulfil this goal to a larger extent. Two other challenges are important to consider; first, should all diaspora projects aim to fit into the frame of 'development' as defined by the Norwegian development establishment? Second, it is vital to acknowledge that the nature of the money sent to Pakistan by diaspora members, is inherently private. The implications of adding Norwegian foreign aid money, in terms of strings attached, needs to be made clearer to diaspora groups interested in such funding.

To put diaspora and Norwegian-Pakistani organisations in a stronger position when they compete for development funding;

- The strengths of the PPP with regard to putting Norwegian-Pakistani organizations in a better position when competing for development funding lie in the individual coaching and capacity building within the PPP, as well as with the actual experience of applying, receiving funds, and having to report both on the project development and on the financial side, including the process of auditing in Norway and Pakistan.

- The challenges relate to the need for more time, for several of the involved organizations, to build their capacity and develop their organizations to a necessary extent. Having been through the process more than once would also help, as many of the organizations are small and solely based on voluntary work, and therefore in a vulnerable position in terms of quick capacity building. Finally, as Norwegian-Pakistani organizations often lack Norwegian networks, their position could be strengthened more by creating better opportunities for networking with Norwegian development actors and the private sector.

To make use of the expertise and experience that diaspora and Norwegian-Pakistani organisations have;

- The strengths of the PPP in terms of using diaspora expertise lies in the model's participatory approach, advocated strongly by the PPP secretariat, and resulting among other in a Consultation committee of Norwegian-Pakistanis for the PPP. The acknowledgment of migrants' voluntary efforts for development is an important part of this, and contributes to a wider perception of inclusion within Norwegian society.
- The challenges to this sub-goal relate to the fact that it is necessary to build trust and to take time to reach this goal. Within the PPP this has been a success, due to the personal dedication of staff at the PPP secretariat. It is also a challenge that one has to think 'out of the box' in order to find good ways to utilise diaspora expertise.

To build competence regarding development cooperation in diaspora and Norwegian-Pakistani organisations, through training and the exchange of experience;

- The strengths of the PPP in relation to building competence have been mainly related to the individual follow-up from the PPP secretariat, combined with networking meetings and opportunities for exchanging experiences. The PPP has achieved overcoming some reluctance among diaspora participants to share experiences, with a rising acknowledgement of the mutual benefits from experience sharing within a network.
- The challenges are related more to the ways in which formal training can be implemented. The numbers of participants from the PPP at Bistandsskolen were not very high, and those that participated underlined the significance of the courses they participated in mainly in terms of networking opportunities. Therefore a training program in the future may need to carry out better needs assessments, both in order to better tailor capacity building, but also for participants to understand what their needs are, and therefore why particular courses may be necessary for them to take. Furthermore, one may consider making participation in some training that fits the organization's / individual's need a condition for funding. A further challenge is the fact that virtually all PPP participants spend their free time on the organizational work; there is a limit to how much free time they can spend, for instance on capacity building.

To gain experience with a view to assessing whether or not a scheme like this could be appropriate for other groups.

- The strengths of the PPP in terms of being a ‘pilot’ of diaspora-development engagement, is that it has attracted relevant diaspora organizations, trust has been built between the secretariat and the organizations, projects have been funded and reported on, capacity on development issues has been increased, and organizations in Norway and Pakistan have been strengthened. The secretariat has been able to learn from the experience and share these lessons learned internationally, for example providing input to the Norwegian government for its participation in the GFMD. As such, the pilot has fulfilled its aim of testing out some ways in which to reach these goals in the Norwegian context.
- The challenges lie perhaps mainly in the specificity of the Norwegian-Pakistanis in the Norwegian context. Pakistanis in Norway form a mature long-term immigrant population, geographically centred in the Oslo-area, mainly migrating to Norway as labour migrants or through family reunification with a labour migrant or descendant. These characteristics contrast with some of the other larger migrant groups in Norway, who are predominantly refugees, for instance from Somalia, Iraq, Afghanistan, where most migration is fairly recent, or from Sri Lanka, with a longer history in Norway. Chapter 3 will elaborate more on some of the associated challenges with developing a scheme for diaspora engagement for other migrant groups in Norway.

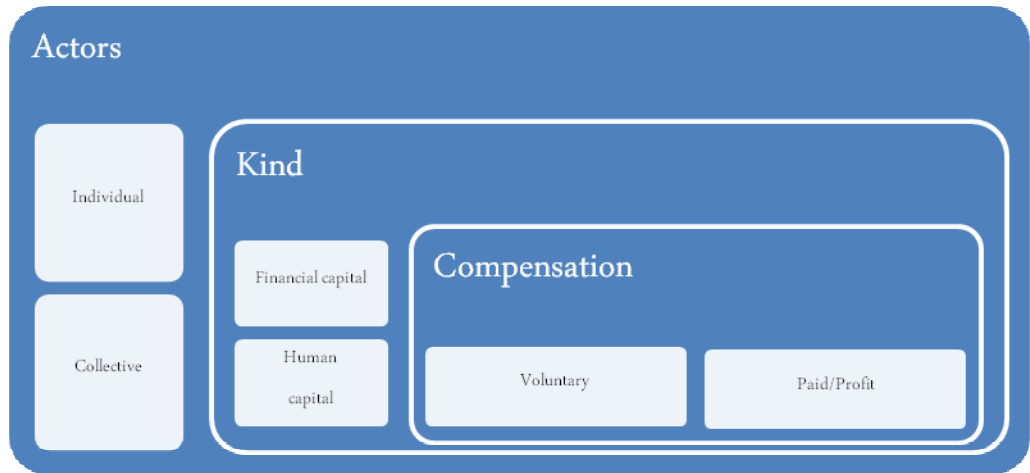
Chapter 3: Piloting a model for diaspora engagement

In this chapter, we answer to what extent PPP represents new and innovative ways of including diaspora as development partners, preparing the ground for future solutions to the challenge of involving diaspora in development cooperation in Norway. The chapter starts with providing an overview of some of the migration-development activities that are commonly undertaken internationally, as well as those identified in Norwegian policy. Then, we zoom in on the PPP model as a model for supporting collective largely voluntary development activities. The chapter ends with a section on the uniqueness of the Pakistani, and indeed any, national context and suggestions on how to deal with the diversity among diasporas in Norway when using one general framework.

3.1 Migration-Development Supporting Activities

With the increasing international interest in migration-development, many countries worldwide have engaged in activities to facilitate migrants' contributions to development. As figure 4 indicates, migrant contributions can be individual or collective; in the form of financial or human capital; and be conducted on a voluntary or paid/profit basis. Examples of contributions to development that have received interest from policy makers and practitioners in Norway and elsewhere include remittances, individual human resources and small-scale development projects. Efforts to support diasporas in development have thus focused on facilitating flows of remittances, inclusion of diaspora expertise by mainstream development actors and supporting diaspora development organizations.

Figure 5: A schematic representation of diaspora contributions to development



In order to guarantee knowledge-based policies and practices in these three areas, in most countries considerable investments are made in mapping, research and evaluations of pilot projects. Norad's principle 6 similarly indicates that Norad intends to expand its information and guidance efforts through work which may include mapping and analysis. There, experiences elsewhere can be drawn on. For example, the African Diaspora Policy Centre

has developed an online database in which governmental and civil society actors can find African experts and organizations operating in various countries and fields of expertise.²⁰ Similarly, Linkis (Low-Threshold Initiatives Contact and Information Centre for Development cooperation) is a digital information window where Dutch civil society organizations, including diaspora organizations, can find information on where to go to get support or funding.²¹ In both cases, the purpose is to map opportunities and expertise available, in order to allow organizations and individuals to know about and get in touch with one another. Denmark and Sweden similarly have special grant systems for small organisations where diaspora can compete – run by Prosjektrådgivningen and Forum Syd – which Norwegian PPP actors have exchanged experiences with.

Remittances

Whereas migrant remittances are mostly thought of as money sent by migrants to their families in the country of origin, both statistics and research often cover a larger variety of flows under the heading ‘remittances’ (Carling et al. 2007: 1). Funds transferred by migrant organizations for development projects in their home communities are typically included in statistics, for example, because cash flows are counted. In Norway, there have been initiatives focused on two aspects of private remittances from migrants:

1. Cost-reduction efforts

Transaction costs for money transfers from Norway are relatively high, with up to 20 percent taken by money transferring agents (Carling et al. 2007). It has been the goal of the government to facilitate cheaper, more efficient and more transparent transfer mechanisms (MFA 2009a: 90). Experiences from inter alia the UK and Spain, show that competition among service providers, leading to reduced costs, can be stimulated by online portals allowing customers to compare international money transfers. In Norway, this is currently integrated in the website Finansportalen.no.

2. Legalization efforts

The government also realizes that in areas where infrastructure is poorly developed, such as Somalia and the Kurdish areas of northern Iraq, it is almost impossible to transfer money through official channels (MFA 2009a: 90). Adjustments to licensing requirement rules are currently being considered, in the context of the EU Payment Services Directive which provides for less strict requirements for smaller enterprises.

These measures benefit both private and collective financial contributions, including those sent by diaspora organizations.

Diaspora Professionals

Another migration-development-related resource that government and civil society actors draw on, are diaspora professionals. There is a realization that the human capital of diaspora

²⁰ See <http://www.diaspora-centre.org/Database>.

²¹ Linkis is a cooperation between the main Dutch co-financing agencies, the National Commission for International Cooperation and Sustainable Development (NCDO) and the Centre for International Cooperation (COS).

professionals in a wide variety of relevant fields has been under-utilized in development work. The number of professionals with a migrant background working for mainstream development organizations in Norway is still extremely limited. While it is generally difficult to recruit qualified people, part of the reason for this also lies in the network-based nature of the Norwegian public sector and NGO world. Recruiting people from multicultural backgrounds is explicitly mentioned as important in ensuring that the particular competence that these groups possess is used (MFA 2009a: 101). This situation requires considerable organizational shifts—both in terms of dealing with the disadvantaged position of migrants in a network-based system, as well as in terms of addressing the common complications in obtaining truly diverse organizations as, for example, observed in the Netherlands (Essed 2002, Ghorashi 2007).

Support for (voluntary) diaspora organizations

Activities aimed at supporting diaspora development organizations take many shapes, but can broadly be distinguished in two categories: empowerment of the diaspora organizations, and partnerships in development projects. Experiences across Europe indicate that one of the constraints of working with diaspora organizations is identified as their lack of organizational capacities as well as experience in development. In this respect, they face similar challenges as the many Community Self-Organizations in Europe, including Norway, that are run by volunteers with an interest but not necessarily expertise in development. There are however additional challenges that diaspora organizations may face, often not having the necessary experience with and knowledge about the infrastructure of institutions in the country of settlement. This leads to additional obstacles regarding project application processes and implementation of projects in the country of origin.

Empowerment activities firstly focus on providing training and competence building opportunities for organizations. In the Netherlands, the local branches of COS offer assistance through various group-based trainings and debates, as well as through a longer-term guidance and support trajectory for individual organizations. In Norway, Bistandstorget offers its Bistandsskolen in basic development cooperation skills, targeting diaspora organizations and smaller Norwegian voluntary organizations. Besides collective and individual training / competence building activities, empowerment activities also focus on creating actual or virtual networking opportunities and promoting umbrella organizations.²² Experience from Germany indicates that a top-down focus on creating umbrella organizations may have counter-productive effects.²³ Informal networking opportunities among diaspora organizations and between these organizations and public and private actors in the country of settlement, are vital ways of improving their position as well.

²² One example of a virtual networking space for diaspora organizations is [Here and There](#).

²³ Unpublished finding from the DIASPEACE project

Partnerships in development projects between diaspora organizations and government and civil society actors in their country of settlement take many shapes, with varying divisions of roles in terms of the project:

- Funding: who funds the project?
- Decision making: who initiates and makes decisions in relation to the project?
- Implementation: who implements the project in the country of origin?

In Norway, policy documents have referred to a number of suggestions on how to encourage and give shape to such partnerships. Norad (2009: 19) indicates the core of its work in promoting diaspora participation in development work to focus on partner funds and stricter requirements for Norwegian development organizations to include and co-operate with diaspora milieus. 'Norad intends to increase the number of partners from diaspora backgrounds and will encourage other partners to utilise the resources contained in the diaspora milieus. Separate funding will be made available to support such diaspora organizations' (Norad 2009: 19). In White Paper No. 13 (MFA 2009a: 101), the Pilot Project Pakistan is mentioned as the main avenue through which to strengthen the position of diaspora organizations, with the experience gained functioning as an important factor for assessing whether the model can be expanded to include other countries.

3.2. Expansion of the PPP model to include other countries

Before looking at the experience gained from the Pilot Project to assess whether and how the model can be expanded, this section will add an obvious, but important, cautionary note. Having carried out a pilot project in Pakistan has implications for what lessons we can draw from it, and the question is how to generalize on the basis of a pilot project carried out in one national context which is, like other contexts, unique. Research has shown that, besides opportunities and constraints in the country of settlement, characteristics of the diaspora and the country of origin play an important role in abilities to engage transnationally (Horst and Gaas 2009). In terms of diaspora characteristics, the length and permanence of stay as well as the reasons and history of migration play a role. Furthermore, the size of the population in the country of settlement; and the level of resources in terms of socio-economic status and local and transnational networking ability affect opportunities (Al-Ali, Black, and Koser 2001, Snel, Engbersen, and Leerkes 2006). Then, the level and lines of fragmentation and control within the group is determining as well. For the country of origin, the general security situation and functionality of governance institutions on national, regional and local level is important. Furthermore, the availability of resources and good local partners plays a role, as well as the level and lines of fragmentation and local views on the diaspora and its role. Finally, diaspora-targeted policies and practices towards returnees and those living outside the country of origin may create crucial opportunities or restraints for engagement (Horst and Gaas 2009: 3).

Among the ten largest non-western immigrant communities in Norway, six of the groups come from conflict or post-conflict societies.²⁴ When discussing the future of the model with relevant actors, especially the Somali and the Sri Lankan diaspora are mentioned frequently.²⁵ Besides the fact that these two groups are among the ten largest non-western communities in Norway, another important reason for this is the level of transnational engagement and pro-activeness these two groups portray in trying to engage external actors. We will illustrate the fact that cooperation with each diaspora group is different by discussing these two groups and the most mentioned concerns in relation to their engagement with the home country.

In the Somali case, the high degree of fragmentation along regional, clan, socio-economic, religious, gender, generational and political lines is observed in Norway and elsewhere. This fragmentation is considered to be a major obstacle for supporting transnational engagements, as Norwegian government and civil society actors do not know who to support and how to make sure that these individuals or organizations are representative of the wider Somali community. Often, to receive support organizations or projects are expected to have representatives from all parties or diaspora organizations are required to cooperate in umbrella structures. In the case of Somali organizations, for example, inclusion of, or support by, all major clans is often a requirement if an initiative is to secure funding. This policy risks doing harm because it increases the conflict over resources along clan lines, solidifying dividing lines that in Somalia are often quite fluid. An alternative could be to use the quality of organizations as a selection criterion, as is done in Finland with some success.²⁶ Also, participatory exercises where the Somali community is asked to identify its main challenges and come up with solutions, as has been done in the US, offer promising results (Hammond, Ford, and Mahboub 2004). Furthermore, extensive dialogue efforts like those undertaken by the Nansen Peace Centre can be a way to address the lines of fragmentation in a constructive way. Finally, of course, it goes without saying that despite the level of fragmentation that is considered so problematic, at the same time the Somali diaspora contribution has been documented to be substantial (Gundel 2002, Horst 2007, Kleist 2008, Lindley 2010, UNDP 2009)

In the Sri Lankan case, engagement mainly comes from the Tamil diaspora, as the large majority of those living in Norway are Tamil (Engebrigtsen 2007, Erdal and Stokke 2009, Fuglerud 1999). In this case, the level of politicization is indicated to be a main concern, leading to the decision not to engage.²⁷ For those actors operating in Sri Lanka, it is really

²⁴ In 2009, the ten largest groups were: Iraq (19197), Somalia (17255), Pakistan (16615), Iran (13001), Vietnam (12803), Philippines (11033), Thailand (10647), Turkey (10039), Sri Lanka (8450) and Afghanistan (7809).

²⁵ Smaller groups like Ethiopians, Eritreans, Congolese and others have also been important in the Norwegian context.

²⁶ Finding from the DIASPEACE project, see Mezzetti, P., P. Pirkkalainen, V. Saggiomo, and M. Guglielmo. 2010. *Engagement Dynamics between Diasporas and Settlement Country Institutions: Somalis in Italy and Finland*

²⁷ The involvement of the Tamil diaspora with their areas of origin throughout the more than two-decade long armed conflict, is well researched, see e.g. Orjuela, C. 2008. Distant Warriors, distant peace workers? Multiple diaspora roles in Sri Lanka's violent conflict. *Global Networks* 8 436-452 Srisankarajah, D. 2002. The Migration-Development Nexus: Sri Lanka Case Study. *International Migration* 40:283-307 Wayland, S. 2004. Ethnonationalist Networks and Transnational Opportunities: The Sri Lankan Tamil Diaspora. *Review of International Studies* 30:405-426.

problematic to be seen to engage with the Tamil diaspora, as the relationship between this diaspora and the government is problematic. This is a fact not uncommon to refugee populations, of course, and thus deserves attention as a major challenge in engaging conflict-induced diasporas. Although the situation in Sri Lanka is currently particularly fluid and time will tell how the post-conflict situation will evolve, the position of the diaspora is likely to remain quite crucial in the developments. This can be in both positive and negative ways and thus, even though it is extremely difficult to address these issues, it may be as problematic and potentially harmful not to address them. A seminar organized by the Development Fund on the, then, upcoming elections in Ethiopia provides a good example of ways in which some NGOs do attempt to relate to the political transnational engagements of diaspora individuals and groups in Norway.

Chapter 4: Recommendations

The role that Norwegians with a migrant background eventually will play in development cooperation depends on the opportunities available in Norway, characteristics of the different diaspora communities, how they exploit the opportunities that are available to them, and conditions in the country they wish to engage in. The recommendations below focus on improving conditions for diasporas in development cooperation in Norway, as this is what the Pilot Project has tried to address.

It is crucial to underline the importance of an immediate follow-up to the pilot project, after the launch of the evaluation. Both for the Norwegian-Pakistani organizations involved in the pilot project and other diaspora organizations eagerly waiting for their turn, it would be quite devastating if nothing is offered to them in terms of opportunities for applying for funding for 2011. This would be very damaging for the trust and confidence that has been built up in the course of the pilot project as well. At the same time, it is important to stress that such a follow-up, in order to be successful, requires considerable resources, a sufficiently long-term perspective, and most importantly, dedicated and competent organizations and individuals working on the issue.

4.1 The closure of the Pilot Project

This evaluation has indicated how the PPP has been successful in enhancing the development impact of diaspora initiatives, through an increased understanding of development processes and requirements. This is thanks to the hard work and dedication of all actors involved, including the Norwegian-Pakistani organizations, their local partners, and the two resource organizations in Pakistan and Norway; as well as the initiators of the pilot project and their political efforts. It is important to guarantee that, despite the closure of the Pilot Project, the projects that have been generated through or supported by the pilot receive continued support. We recommend the following steps to be taken:

- Support the projects involved in the pilot project that are likely to be able to receive funding through the regular Norad mechanisms with their applications.
- Establish a resource centre for diaspora organizations (see 4.5), with parallel funding opportunities in time for applying for funding for 2011 for those who are not yet capable of competing for regular Norad funding.²⁸ An alternative option to parallel funding opportunities would be to add a quota to the number of regular applications Norad and other funders grant to diaspora organizations.²⁹ This can **only** work if there are considerable investments made in allowing sufficient numbers of diaspora organizations to fulfill regular requirements, and it also requires sensitization on the issue among funders.

²⁸ Ideally, the resource centre is positioned outside Norad whereas the funding applications are handled by Norad – with the two closely collaborating.

²⁹ In the Netherlands, Oxfam-NOVIB uses a quota of 30 percent of all applications accepted coming from diaspora organizations.

- Acknowledge the hard work, voluntary efforts and great investments made by the participating Norwegian-Pakistani organizations as examples of what diaspora organizations can achieve. Similarly, the work, efforts and investments of the Norwegian and Pakistani resource organizations and other Norwegian actors need to be recognized and supported.

4.2 Diverse competence-building needs

The evaluation has made it clear that Norwegian-Pakistani organizations and their local partners vary greatly in scale, approach, motivations, professionalism and organizational models. When applying the model to organizations of other national backgrounds, this diversity will become even greater. In order to fully support the efforts of diaspora organizations and make use of their resources in the best possible way, there is a need to support a wide variety of organizations and initiatives. Not all diaspora organizations will professionalize to such an extent that they can receive Norad funding, but they can still be usefully supported through training activities and networking opportunities.

- Develop needs-assessment procedures to determine the competence building needs of diaspora and local organizations, which can be met in training courses and networking opportunities like those provided by Bistandstorget in Norway and Sungi in Pakistan. Consider making participation in some trainings a condition for funding. Ensure greater coordination between the support efforts in Norway and the country of origin.
- Provide a tailor-made approach to individual organizations where they can get targeted support in developing their projects from a resource centre; for example along the lines of provision of services by COS Netherlands.
- Use participatory approaches when developing programs – facilitate meetings where, through sharing experiences and discussion, diaspora organizations and individuals can come up with solutions to some of the existing challenges. Furthermore, create more networking opportunities with Norwegian actors, such as fora for discussing politics and development or that are bringing together professionals (in health, education, waste management etc).

4.3 The links between integration and transnational activities

Another important outcome of the evaluation is that the PPP underlines the links between integration and transnational activities. On the one hand, participating organizations in the PPP have indicated how important the recognition and support of their efforts by Norwegian government actors and civil society has been. On the other hand, those who managed to receive funding through the PPP are mostly those among the first / 1.5 generation who are already relatively well-integrated. And finally, being part of the PPP provided participants with resources of use in Norway as well – improving their organizational capacities and building networks with other Pakistani and Norwegian development actors.

- Hold a series of discussions between MFA, Norad and BLD on the division of tasks between these governmental actors in relation to diaspora engagement in development.
- Guarantee that competence building efforts in Norway - including trainings and networking events - target both diaspora and small Norwegian voluntary organizations; allowing for networking opportunities between them.
- Dedicate a component of the resource centre to integration-related activities, such as raising awareness within the general public about voluntary work by diaspora organizations in Norway, for example by facilitating participation in the media.

4.4 A range of migration-development activities

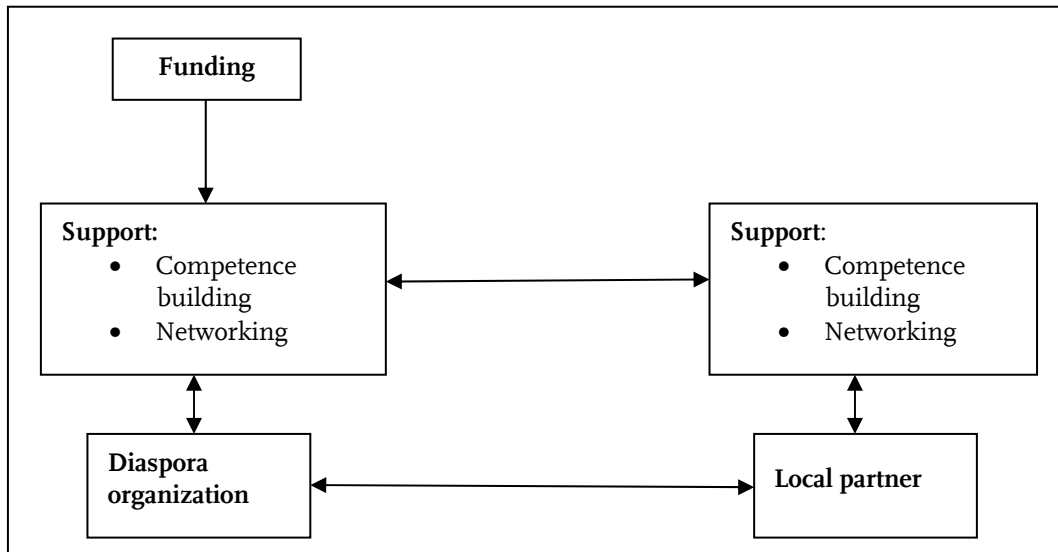
The PPP is a model for one particular way of utilizing the resources of diaspora, focusing on voluntary organizational work. There is a need to simultaneously address other aspects which may have stronger development potential, including activities related to remittances and recruitment.

- Follow up on the existing efforts to reduce the costs and increase legal options of remittance sending from Norway
- Prioritize initiatives to improve the recruitment of Norwegians with migrant background and other diaspora individuals within the government and civil society
- Consider active recruitment at Norwegian institutions of higher education; trainings in diversity management for HR personnel; establishing data-bases for diaspora professionals; or show-casing good examples in Norway

4.5 A Framework for Inclusion of Diaspora Groups

The PPP has offered a good opportunity to test a specific model of engagement. We now wish to suggest how this model can be adjusted to include other diaspora groups. Such a model will focus on diaspora support in general, while acknowledging that each project is situated in a local context that is unique. We propose the establishment of *a resource centre for diaspora organizations in Norway* that receives long-term funding to act as an information- and coordination centre for migration-development activities in Norway, and arranges competence building and networking activities for diaspora organizations. This resource centre could also administer a 3-year support cycle for diaspora-run projects – in cooperation with other governmental and non-governmental actors in Norway who will especially be drawn on for their thematic or country-specific expertise.

Figure 6: A model for supporting diaspora development projects



In country of origin, a partner that can have competence building and networking functions for the local partners needs to be found as well. This partner should cooperate closely with the resource centre. Whereas in the case of Pakistan, it was possible to find an excellent local organization, this may not always be the case and another option would be for Norwegian NGOs operating in certain areas to take up this role. Our recommendations for the new model are:

- Set-up a resource centre for support to diaspora organizations, with long-term funding (10 years) and a minimum of 2 staff members, including a diaspora professional. This resource centre furthermore would have an advisory board where migrants' participation is ensured.
- Introduce a 3-year cycle for organizations that might be capable of obtaining funding through the regular channels after those 3 years. Alternatively, introduce a sufficiently-high quota in regular funding mechanisms – meaning that a fixed percentage of those receiving funding through regular Norad channels are diaspora organizations.
- Identify the tasks of the resource centre to be competence building, assistance in networking, and integration-related activities for the diaspora organizations; and coordination plus mapping activities for Norwegian actors interested in diaspora engagement. Administrating project funding for diaspora organizations could either be placed within the resource centre, as a parallel funding stream, or in Norad, as a quota within regular funding opportunities.

References

- Al-Ali, N., R. Black, and K. Koser. 2001. Refugees and Transnationalism: The Experience of Bosnians and Eritreans in Europe. *Journal of Ethnic and Migration Studies* 27:615-634.
- Bernal, V. 2006. Diaspora, Cyberspace and Political Imagination: The Eritrean Diaspora Online. *Global Networks* 6:161-179.
- Bolognani, M. 2007. The myth of return: dismissal, survival or revival? A Bradford example of transnationalism as a political instrument. *Journal of Ethnic and Migration Studies* 33:59-76.
- Brinkerhoff, J. 2004. Digital diasporas and international development: Afghan-Americans and the reconstruction of Afghanistan. *Public Administration and Development* 24 397-413.
- . 2006. "Diaspora Mobilization Factors and Policy Options," in *Converting Migration Drains into Gains: Harnessing the Resources of Overseas Professionals*. Edited by C. Wescott and J. Brinkerhoff, pp. 127-153. Manila: Asian Development Bank.
- Carling, J., M. Bivand Erdal, H. Horst, and H. Wallacher. 2007. *Legal, rapid and reasonably priced? A survey of remittance services in Norway 3/2007*.
- Castles, S., and R. Delgado Wise. Editors. 2008. *Migration and Development: Perspectives from the South*. Geneva: IOM.
- Development Fund. 2010. *Annual Narrative Report to Norad on Pilot Project Pakistan 2009*.
- Døving, C. A. 2005. *Norsk-pakistanske begravelsesritualer: en migrasjonsstudie*, PhD Thesis. Oslo: University of Oslo.
- Engebriksen, A. 2007. Kinship, Gender and Adaptation Processes in Exile: The case of Tamil and Somali Families in Norway. *Journal of Ethnic and Migration Studies* 33 727-745.
- Erdal, M. B., and K. Stokke. 2009. Contributing to Development? Transnational Activities among Tamils in Norway. *Asian and Pacific Migration Journal* 18:397-418.
- Escobar, A. 1995. *Encountering Development. The making and unmaking of the Third World*. Princeton, NJ: Princeton University Press.
- Essed, P. 2002. Cloning Cultural Homogeneity While Talking Diversity: Old Wine in New Bottles in Dutch Work Organizations? *Transforming Anthropology* 11:2-12.
- Ferguson, J. 1990. *The Anti-politics Machine: 'Development', Depolitization and Democratic Power in Lesotho*. Cambridge: Cambridge University Press.
- Fuglerud, O. 1999. *Life on the Outside. The Tamil Diaspora and Long Distance Nationalism. Anthropology, Culture and Society*. London: Pluto Press.
- Ghorashi, H. 2007. The Paradoxes of Cultural Diversity within Organizations. *The International Journal of Diversity* 7:223-229.
- Glick Schiller, N. 2009. A global perspective on migration and development. *Social Analysis* 53 14-37.
- Gran, E. 2007. *Imagining the transnational lives of Iraqi Kurds*, PhD Thesis, Oslo: University of Oslo.
- Gundel, J. 2002. The Migration-Development Nexus: Somalia Case Study. *International Migration* 40 255-281.

- Hammond, L., R. Ford, and A. Mahboub. 2004. *Somali families in Hillview. Assessing needs, setting priorities, building consensus*. Somali Community Services Maine, Clark University & City of Lewiston.
- Horst, C. 2007. "The Role of Remittances in the Transnational Livelihood Strategies of Somalis," in *Global Migration and Development*. Edited by T. v. Naerssen, E. Spaan, and A. Zoomers, pp. 91-110. London: Routledge.
- . 2008. *Diaspora Engagements in Development Cooperation*. Oslo: PRIO.
- Horst, C., and M. Gaas. 2009. *Diaspora Organizations from the Horn of Africa in Norway: Contributions to Peacebuilding? 2/2009*. Oslo: PRIO.
- Haas, H. d. 2010. Migration and Development: A Theoretical Perspective. *International Migration Review* 44:227-264.
- Jazayeri, L. 2002. The migration-development nexus: Afghanistan case study. *International Migration* 40:231-252.
- Kleist, N. 2008. Mobilising 'the diaspora': Somali Transnational Political Engagement. *Journal of Ethnic and Migration Studies* 34:307-23.
- Lindley, A. 2010. *The Early Morning Phone Call: Somali Refugees' Remittances*. Oxford & New York: Berghahn.
- Lyons, T. 2007. Conflict-generated diasporas and transnational politics in Ethiopia. *Conflict, Security and Development* 7:529-549.
- Mezzetti, P., P. Pirkkalainen, V. Saggiomo, and M. Guglielmo. 2010. *Engagement Dynamics between Diasporas and Settlement Country Institutions: Somalis in Italy and Finland*
- MFA. 2009a. White Paper No. 13 to the Storting. *Climate, Conflict and Capital. Norwegian Development Policy Adapting to Change*. Oslo: Norwegian Ministry of Foreign Affairs.
- . 2009b. White Paper No. 15 to the Storting: *Interests, responsibilities and possibilities: Main contours of Norwegian foreign policy*. Oslo: Norwegian Ministry of Foreign Affairs.
- Norad. 2009. *Principles for Norads support to civil society in the South*. Oslo: Norad.
- Nyberg-Sørensen, N., N. V. Hear, and P. Engberg-Pedersen. 2002. The Migration-Development Nexus Evidence and Policy Options State-of-the-Art Overview *International Migration* 40:3-47.
- Orjuela, C. 2008. Distant Warriors, distant peace workers? Multiple diaspora roles in Sri Lanka's violent conflict. *Global Networks* 8 436-452.
- Portes, A. 2009. Migration and development: reconciling opposite views. *Ethnic and Racial Studies* 32:5-22.
- Shaw, A. 2000. *Kinship and continuity: Pakistani families in Britain*. London: Routledge.
- Snel, E., G. Engbersen, and A. Leerkes. 2006. Transnational Involvement and Social Integration. *Global Networks* 6:285-306.
- Sriskandarajah, D. 2002. The Migration-Development Nexus: Sri Lanka Case Study. *International Migration* 40:283-307.
- UNDP. 2009. *Somalia's Missing Million: The Somali Diaspora and its Role in Development*. UNDP.
- Wayland, S. 2004. Ethnonationalist Networks and Transnational Opportunities: The Sri Lankan Tamil Diaspora. *Review of International Studies* 30:405-426.
- Østberg, S. 2003. *Muslim i Norge: religion og hverdagsliv blant unge norsk-pakistanere*. Oslo: Universitetsforlaget.

Appendices

1. Pakistan fieldtrip for Review of Pilot Project Pakistan

Day	Date	Time	Activity	Location
Day 1	Monday 3 rd May, 2010.	15.05	Departs Oslo	
Day 2	Tuesday 4 th May, 2010.	07:55 am	Arrival in Islamabad	Islamabad
		10: 00 am to 01:00 pm	Meeting with person from Sungi	Sungi office, Islamabad
		01:00 pm	Meeting with Norwegian embassy staff	Islamabad
			Stay overnight in Islamabad	
Day 3	Wednesday 5th May, 2010	09:00 am to 10:00 am	Travel	From Hotel to Rawalpindi
		10: 00 am To 12:00 pm	Meeting with Rifah Trust	Rifah office, Greebabad, Rawalpindi.
		12:00 am To 01:30 pm	Travel and Lunch	From Rawalpindi to Islamabad
		01:30 pm To 03:30 pm	Meeting with READ Foundation	READ head office, Islamabad
		03:30 pm To 04:00 pm	Travel	From Read office to Sungi office, Islamabad.
		04:00 pm To 06:00 pm	Meeting with Friends of the MIND (Peshawar)	Sungi office, Islamabad.
			Stay overnight in Islamabad	Islamabad
Day 4	Thursday 6th May, 2010.	08:00 am To 10: am	Travel	From Islamabad to Sohawa
		10:00 am To 01:00 pm	Meeting with SMILE Foundation (Tyretechs)	SMILE office, Sohawa.
		01:00 pm To 01:30 pm	Lunch	Sohawa
		01:30 pm to 03:00 pm	Travel	From Sohawa to Padhri.
		03:00 pm To 06:00 pm	Meeting with Al Sarwar Trust	Padhri, Sohawa.
		06:00 pm to 7:30 pm	Travel	From Padhri, Sohawa to Jehlum.
			Stay Overnight	Jehlum City
Day 5	Friday 7th May, 2010.	08:00 am to 09: 00 am	Travel	From Jehlum City to Kharian
		09:00 am to	Meeting with Umang Social Welfare Society (PNWC)	Umang office, Kharian

		10:30 am		
		10:30 am to 11:30 pm	Travel	From Kharian to Mandi Baha u Din
		11:30 pm to 01:00 pm	Meeting with Al Munir development Foundation	Riaz ul Jannat Hospitat, Mandi Baha u Din
		01:00 pm to 01:30 pm	Lunch	Mandi Baha u Din
		01:30 pm to 02:30 pm	Travel	From Mandi Baha u Din to Kharian
		02:30 pm to 04:00 pm	Participation in Alfalah's Annual Minority Convention.	AFSS office, Kharian.
		04:00 pm to 06:00 pm	Meeting with Al falah Scholarship Scheme's team.	
		06:00 pm to 07:00 pm	Travel	From Kharian to Jehlum City
			Stay Overnight	Jehlum City
Day 6	Saturday 8th May, 2010	09: 00 am To 12:00 pm	Travel	From Jehlum to Islamabad
		12:00 am To 02:00 pm	Rest and lunch	At Islamabad Hotel
		02:00 pm To 04:00 pm	Meeting with Shah Hamadan Foundation (AJ&K)	Sungi office or Hotel
		04:00 pm To 07:00 pm	Final discussion with Sungi	Islamabad
		07.00 pm	Dinner at Norwegian ambassador's residence	Islamabad
			Stay overnight in Islamabad	Islamabad Hotel
Day 7	Sunday 9th May, 2010	09.45	Departure from Islamabad	Islamabad
		17.30	Arrival in Oslo	

2. Topics for interviews with Norwegian-Pakistani and Pakistani partner organizations

- 1) What kind of area is your project in? Main challenges? **How did the project start?** Contact with the Norwegian-Pakistani /Pakistani partner in the beginning? How did it develop to what it has become now?
- 2) **Participatory approach** in your work? Has the local community been involved in identifying project aims? Do they support the project aims? Has there been any contact with local authorities on the project?
- 3) **Partnership with your sister organization** in Norway/Pakistan? How do you communicate? What has the communication been in terms of aims, planning, implementing, budgeting and reporting for this project? How would you describe the shared responsibilities of decision-making?
- 4) Since the start of PPP, how have you experienced the **capacity building** exercises? Anything you miss there? From the informal support via DF? From the formalized training at BT?
- 5) What have been your experiences with **interactions with DF? NCA? NORAD? MFA?** In relation to the pilot project and diaspora-development work?
- 6) Can you summarize what have been the **benefits of the PPP** in your view; for your development work, your organization, the Norwegian-Pakistani organization, the partnership? What are the difficulties and challenges? Have you got any suggestions for improvements?
- 7) For **the future**, how do you see you project and your organization developing over time, if a PPP-like scheme of funding continues? Or if this possibility is not available to you, what are your options?
- 8) Any suggestions on how Norwegian-Pakistanis may be involved in working for development in Pakistan more generally? For **other diaspora groups in Norway?**

In Norway only:

- 9) How, if at all, has participating in PPP affected your **position in Norway?** Any changes?
- 10) In your opinion, what are the links, if any, between **the pilot project Pakistan and integration** issues in Norway?

3. Topics for Interviews with representatives of Norwegian government / civil society

1. Background to Organization / Individual

- a. Can you tell me about **your organization** and **your own position**?
- b. Since **how long** has the organization existed and since how long have you worked for them / in this position?
- c. Describe main **activities** you engage in & your organization engages in d. **Where** do you operate?
- e. What are your personal main **motivations**? What is the main **aim** of your organization?
- f. What are the **main actors** (international, intergovernmental, national, regional, local) you cooperate with and/or are dependent on?
- g. Are you **cooperating with diaspora organizations**?

2. Engaging with diaspora organizations / individuals

- a. Are you familiar with discussions on the links between 'Migration-Development'? (If not, briefly explain) If so: has this had any implications for your work?
- b. Does your organization have any **policy** towards engaging with diaspora groups? i. If not: do you know why not?
ii. If so: what policies are they (copies of anything written)?
- c. Are you familiar with the **work of diaspora groups**? If so: do you feel this work is **relevant** for your own work? Why (not)?
- d. Are your **activities/practices** targeting diaspora groups in any way? If so:
 - i. **Which groups**, and in **which sectors**?
 - ii. **Since when**, and **How**
 - iii. Main **achievements**
 - iv. Greatest **challenges** (related to diaspora, internal organizational, factors in country of settlement/origin)
- e. In your opinion, what is/would be the **value added** of engaging diaspora groups?
- f. How do /would you **approach and select** which groups to work with?
- g. Do you know **other actors** you can learn from as to how to engage diasporas?

3. Initiatives by Diaspora Groups

- a. Have you ever been approached by diaspora groups who want to cooperate in projects towards their home country? If so:
 - i. **Who** approached you? (directly/indirectly, individuals/CSOs/umbrellas, qualifications, political positions etc)
 - ii. Since **when**?
 - iii. Do you know why you were **selected**?
 - iv. **How** were you approached and with what type of requests?
 - v. **In which sectors** are you mainly asked to support?
- b. How have you experienced these attempts? **Strengths, weaknesses**
- c. How have you **responded** to these attempts?
- d. Do you have any suggestions on how diaspora groups could engage you in more productive ways (**Recommendations**)

4. Projects Accounts for the year 2009

Prosjekt	2,009		Matching		Totalt
	Norad	Endring	Revidert budsjett	Fund	
A: Sekretariat i Norge					
Koordinering UF- sekretariat	790,000	25,000	815,000		815,000
Arbeid i konsortiet KN, 20%*	150,000	-75,000	75,000		75,000
Total A	940,000	-50,000	890,000		890,000
B: Aktivitet resursorganisasjon i opprinnelsesland					
Diverse støttefunksjon	125,000		125,000		125,000
Kapasitetsbygging	125,000		125,000		125,000
Total B	250,000		250,000		250,000
C: Kapasitetsbygging i Norge					
Reise for sekretariat	85,000		85,000		85,000
Kurs	200,000		200,000		200,000
Prosjektstyringsråd (kompetanseheving)	30,000		30,000		30,000
Web	30,000		30,000		30,000
Total C	345,000		345,000		345,000
D: Matchfunding til prosjekt i opprinnelsesland					
Prosjekter	1,000,000	205,000	1,205,000	1,205,000	2,410,000
Admin.prosent innvanderorganisasjon	80,000	16,400	96,400		96,400
Total D	1,080,000	221,400	1,301,400	1,205,000	2,506,400
Sum A+B+C+D	2,615,000	171,400	2,786,400	1,205,000	3,991,400
Totalt for prosjektet					3,991,400
Totalt fra NORAD			2,786,400		

* Endret til 10%

5. Diaspora applications and funding Norad 2007-2010

Diaspora organization development projects applications and funding from NORAD 2007-2010							
<i>YES = received funding; NO = applied and did not receive funding; blank = did not apply.</i>							
Organization	Country	Project*	2007	2008	2009	2010	Comments
Ahead	Moldova	Inclusion for All - Disability in Development			NO	NO	
Al sarwar trust	Pakistan	Pregnancy control	NO	NO			
Atlantisk stiftelse	Senegal				NO		
Arab-European Center for Human Rights and International Law	Egypt	Conference on Human Rights and Int Law			NO	NO	
Black Expression	Congo (DRC)	Agricultural project			NO	NO	
Child Welfare Society of Somalia-Norway	Somalia	Erudition of FGM		NO	NO		
DIYA	Pakistan	Combatting child labour	YES	YES			
Eritrean Human Concern Organization	Eritrea	Basic agricultural programme	NO				
Eritreiske forening i Oslo	Eritrea	Pilot project			NO		
Firo	Somalia	Stop Female Genital Mutilation			NO	NO	
Friends of the Mind - Norge	Pakistan	Community Mental Health Care Centre, Peshawar			NO	YES	Funded by PPP in 2009
Helping Hand Dodoba	Ethiopia				NO		
Internasjonal helse- og sosialgruppe	Pakistan	RIAZ-project	NO		YES	YES	Associated participant in PPP
Isha Development Committee	Somalia	Pen instead of Gun: Education for		NO	YES	YES	
Josra Project of Kenya	Kenya				NO		
KAROD Norge	Sri Lanka	Community based rehabilitation		NO	NO		
Kongo Vennskapsforening	Congo (DRC)	Protecting human rights in Kinshasa			NO	NO	
Kongoforeningen i Norge	Congo (DRC)	School in Goma		NO			
M.A.D. with Ideas	Argentina				NO		
Minhaj Kvinneforum	Pakistan	Aagosh			NO		
Minka Senter	Peru	Rosa Lluncor		NO	NO	NO	
Musu Kanbeng Kafo	Gambia	Eradicating Female Genital Mutilation			NO	NO	
Norsk Tamilsk Helseorganisasjon	Sri Lanka	Barefoot Doctors: Training and Recruiting of Health	YES	NO	YES	NO	

Organization	Country	Project*	2007	2008	2009	2010	Comments
NorSom - Norsk Somalisk	Somalia	Improving the Livelihoods of Fishing Communities	YES	YES	NO	NO	Previously funded (2004-2006)
Norwegian African Disability Aid	Nigeria	Norwegian African Computer technology and language school		NO			
Our Contribution - Youth Information	Tanzania	Strengthening Youth Information			NO	NO	
PAK Norwegian Welfare Centre	Pakistan	Women tailoring training			NO	NO	
Pro Arba Minch	Ethiopia	Establishment of New Vision Kindergarten and		NO	YES	NO	
Prosjekt Cankuzo	Burundi	Project Water to Cankuzo		NO			
Rhama Islamic Relief fund	Pakistan	A quest for literacy			NO	YES	Funded by PPP in 2009
Rwanda kompetanseutviklingscenter	Rwanda	Rapha development centre			NO	NO	
Samadoon	Somalia	What can we do together?		NO	NO		
Selvhjelp til Sierra Leone	Sierra Leone	Self help project		NO	NO		
Shah Hamadan Foundation	Pakistan	Educational facilities			NO	NO	
SIRCA	Somalia				NO		
Skandinavisk elfenbenskystsenter	Ivory Coast	Health centre			NO	NO	
Somali Resource & Rehabilitation Centre	Somalia	Rebuilding health system in Somalia			NO	NO	
Somalisk kulturhus, Kvinnegruppe	Ethiopia	Education centre for women and children			NO	NO	
Somina	Somalia	Fighting FGM in Somalia		NO			
Stiftelsen LAMS	Pakistan	Laila og Amar model school	YES	YES	YES	YES	Norads funds since 2001
TECH Norway	Sri Lanka	Establishing a garden for building life skills/cap bld		NO	NO		
The Malaria Initiative	India	Bottom-up health approach in reducing burden from malaria		NO			
Unionen av togolesere bosatt i Norge	Togo	Tchamba-project			NO	NO	

21 different countries are represented, 16 of these with one organization from each. The 6 countries with most applying organizations are: Pakistan (9), Somalia (8), Sri Lanka (3), Congo DRC (3), Ethiopia (3) and Eritrea (2).

Of 83 applications, 17 were funded and 66 were not funded (for the period 2007-2010, only those included in this list)

* Project name indicates one of the project names, some organizations have applied for several different projects over the time period.

Note: This list has been compiled on the basis of Norads lists of applicants and funding. As the ways of recording what is a diaspora organization are not formalized at Norad, some omissions/errors may occur. Some further diaspora organizations have been funded through FOKUS. These are not included here. (Thanks to Norad for providing the necessary information and helping with identifying the relevant organizations.)

Engaging diasporas in development: A review of Pilot Project Pakistan

Review of Pilot Project Pakistan

The Pilot Project Pakistan (PPP) was launched in 2008, with the aim to test ways of engaging with diaspora organization to enhance their development efforts. This report presents the findings from a review of this model, with recommendations for the future of diaspora-development engagement in Norway. In accordance with policies outlined in White Papers 13 and 15 on Norwegian development and foreign policy, the PPP has sought to engage Norwegian-Pakistanis, both as part of the 'new' Norway and in acknowledgment of the special competence and dedication

they possess with regard to development in Pakistan. The PPP has been managed by a secretariat in Norway, in close cooperation with a resource organization in Pakistan, and provided Norwegian-Pakistani organizations and their partners in Pakistan with services in capacity building, organizational development, individual follow-up and project guidance. While the pilot has only been operational for a year and a half, there are clear indications of success with regard to enhancing the development impact of diaspora initiatives, through an increased understanding

of development processes and requirements. It is clear that many measures taken are appropriate, and given more time, these measures advance diaspora-development engagements in the Norwegian context.

Marta Bivand Erdal

Cindy Horst

Peace Research Institute Oslo (PRIO). www.prio.org

