

Guidelines

The Swedish Embassy's Support to Mozambican Civil Society Organisations

2009-02-05

1. Introduction and purpose of the guidelines

These guidelines outline the Swedish Embassy's directions for support to Mozambican civil society for the Swedish cooperation strategy period 2008-2012. They are developed to be a guide and internal steering document for Programme Officers when reformulating existing and assessing new support. They will also guide the Embassy in its endeavours of promoting greater coordination of civil society relations within the donor community. The guidelines are used to inform civil society, the donor community and the government of Mozambique of the Swedish Embassy's priorities, principles and criteria. These guidelines are based on a Concept Paper providing further background and analysis. A review of the implementation of the guidelines should be carried out in 2011.

2. Objectives

The long term development goal for Swedish cooperation with Mozambique is¹:

To, with point of departure in the rights perspective and poor people's perspective on poverty decrease absolute poverty level, with special focus on women and children, through fostering democratic governance and a high pro-poor and environmentally sustainable economic growth.

Support to civil society is seen as an integrated part of the work in the prioritized sectors of the Swedish Cooperation Strategy, and it shall balance, complement and reinforce the bilateral support for increased performance and target achievement of the objectives of the Cooperation strategy:

- 1. to reduce absolute poverty and promote rapid, sustainable and broad economic growth. Public services to be delivered equally and their availability, effectiveness and efficiency improved.*
- 2. Strengthen democratic development, increase gender equality and the respect for human rights.*
- 3. High, pro-poor and environmentally sustainable economic growth through increased productivity and careful utilisation of its natural resources.*
- 4. A strengthened national research capacity.*

Civil society organisations (CSOs) are actors for development in all sectors of society. Among their various development roles, they support discriminated citizens and citizens living in poverty to become empowered and take control over their own lives, to participate in and influence the local and national development agenda and to monitor performance and demand accountability of public sector and market actors. Long term expected results from support to CSOs are:

1. All citizens, without discrimination, have necessary **capacity to exercise** their rights, meet their obligations and demand accountability.

¹ Swedish Cooperation Strategy with Mozambique 2008 to 2012

2. All citizens have access to transparent, relevant, understandable and **independent information**, which facilitates their participation in development processes and their possibilities to claim their rights and hold duty bearers to account.
3. All citizens are by themselves or through proxies, **executing and demanding accountability** in critical reform processes at national and lower levels.

3. Concepts

Civil Society

Civil society is composed of all non-market and non-state organisations where citizens act together for common interests with a non-profit purpose. It includes membership-based CSOs, cause-based CSOs, and service-oriented CSOs. Political parties are in these guidelines not considered as part of civil society. CSOs have different roles in development and each organisation often plays several roles, e.g. providing social services to the community and inventing alternative approaches to development, empowering communities and more recently claiming accountability of duty bearers. Interest-, and community based CSOs, farmer's associations, faith-based organizations, cooperatives, labour unions, professional associations, chambers of commerce, independent research institutes and non for profit media, are some examples of types of CSOs.

Perspectives and Fundamental Principles

The *poor people's perspective on development* and a *rights perspective* shall, according to policy decisions, guide and permeate all decisions and actions in Swedish development cooperation.

Sida has operationalised the two perspectives into four principles²; the principles of:

1. *non-discrimination* of excluded and marginalised groups
2. citizens' direct or indirect *participation* in decision making processes and in political life
3. *transparency* of public institutions, i.e. access to and availability of public information
4. *accountability* of those in power towards the citizens based on the human rights framework

Non-discrimination, participation, transparency and accountability are elementary prerequisites for democratic governance based on principles of human rights. Democratic governance requires that citizens must be aware of their human rights and civil obligations, have access to information through free and independent media and ability to claim their rights. There must also be transparency in public affairs and citizens must have the possibility to participate in, and influence, policy making. Accountability is a cornerstone principle of democratic governance as it is the mechanism through which institutions/people entrusted

² These principles are translated from the rights perspective and the perspective of the poor in "Current thinking of the Two Perspectives", Sida 2006. The two perspectives were brought into Swedish development cooperation in 2002/03 through the Policy for Global Development (PGD)

with power are kept under inspection to make sure that they do not abuse it, and that they comply with their obligations according to the human rights conventions and commitments made in national development plans and strategies, without discrimination against and group of people. There must also be mechanisms for sanctioning non-compliance.³

Promoting democratic governance through accountability

Participation and Social Accountability

Social Accountability is about the effectiveness, responsiveness and performance of the central government, the public administration and its sub-contracted agents in relation to the citizens. It is about its ability to deliver relevant public services of good quality and to meet its duties, commitments and obligations for the promotion, protection and fulfilment of human rights, without discrimination against any group of people.

Social accountability refers to different mechanisms where civil society participate, express concerns and monitors politicians' and public officials' use of power. Social accountability also includes monitoring of market actors and the performance of the donor community according to set agreements. It describes when citizens through an organised civil society take action against poor performance of duty bearers and those with power, in order to achieve changes affecting their living conditions.

Transparency and Financial Accountability

Financial Accountability focuses on transparency of the public financial management system and its mechanisms. It involves transparency of budgets and public auditing functions, the supervising role of the parliament and public insight in the government's financial management. Increased demand for financial accountability among other things serves the purpose of reinforcing the impact of the audit functions and, thereby, the impact of the implementation of national development strategies and the respect for human rights. Increased financial accountability aims at providing for a more efficient use of public resources.

Financial accountability can be stimulated through increased capacity of the parliament and supporting the building up of knowledge and capacity within civil society organisations and media to scrutinise and create public debate around national budgets, financial reports, annual statements and audits. Media and researchers play an important role in making information accessible to citizens, creating public debate and as whistle blowers.

Legal Accountability and the Rule of Law

Legal Accountability deals with strengthening the rule of law and ensuring that there are proper mechanisms for sanctions when there is malpractice. It concerns the performance and efficiency of the legal system, citizens' access to justice and awareness of their rights. Media and human right watchdogs are key actors for claiming legal accountability of the state. Legal accountability is the most unambiguous type of accountability, as the legal scrutiny is based on detailed legal standards, prescribed by civil, penal, or administrative statutes.

³ For further reading; see Concept paper

Political Accountability in a Multi-party democracy

Political Accountability refers to the existence of a multi-party system providing a real choice for voters and the inclusion and diversity of political parties. It is about the accountability of the government, civil servants and politicians (be it national or local), to the citizens and to legislative bodies such as Parliament. It also means that citizens, through elections, can remove decision makers who have not performed as expected.

Civic education in the context of citizenship and national elections is an important activity within the sphere of promoting political accountability, as well as capacity building of elected representatives, and the development of independent media.

4. Points of Departure and the Role of the Embassy

Directives for future civil society support are found in the Swedish Cooperation Strategy with Mozambique for 2008 to 2012.

According to the Strategy, the main modality for support to the government of Mozambique is budget support for poverty reduction, complemented with specific contributions in the sectors of *Democratic governance and human rights*, (particularly women's and children's rights), *Agriculture and Energy*. In addition, support to *Research* will be given during the strategy period, as well as a specific support to the Province of Niassa, reflecting the prioritised sectors in the cooperation strategy. Possibilities for increased support to the legal sector should be investigated in the coming years. The citizens' ability to move out of poverty shall always be at the centre of all interventions. The public administration, CSOs and market actors are all means to improve the living standards of the citizens.

Civil society support shall be seen as an integrated part of the work in the prioritized sectors of the Swedish Cooperation Strategy, and it shall balance, complement and reinforce the bilateral support for increased performance and target achievement.

The principles of the Paris Declaration shall guide all support, including civil society support, emphasising:

- Mozambican ownership
- greater facilitation of coordination of support
- donors' alignment to national systems and priorities
- greater focus on managing for results
- downward and mutual accountability

The Swedish stance for democratic governance and the respect for human rights, as well as the fundamental principles⁴ lead to the conclusion that:

The Swedish Embassy shall strengthen *preconditions* for citizens' and CSOs' to monitor and hold the state and market actors accountable for their performance. Support is also needed to strengthen citizens' and CSOs' *capacity to participate* in development processes that affects their lives, and their *actions to demand accountability*.

Based on the analysis of the present situation of the Mozambican civil society, characterised by supply driven fragmentation of support, the Swedish Embassy is committed to provide

⁴ Non-discrimination, participation, transparency and accountability

better opportunities for Mozambican CSOs to develop their work within the four identified areas for promotion of democratic governance, in the prioritized sectors in the cooperation strategy.⁵

5. Guiding Principles for support to CSOs

Principles for support to Mozambican CSOs

- The Swedish Embassy will develop relations with Mozambican CSOs which are playing leading roles in central development processes within the four identified areas for promotion of democratic governance. The CSOs shall be active in one or more of the prioritised sectors (Democratic governance and human rights, Agriculture, Energy or Research). Such CSOs are to be considered as *Key Actors*.
- Key Actors will be supported with long term, predictable funding in line with the principles of the Paris Declaration, interpreted as “good donorship”. Good donorship means that support is provided as *core funding*⁶ aligned with the strategic direction of the organisation. Capacity development is an integrated component of the support. The Swedish Embassy and other donors coordinate their support in a Memorandum of Understanding with common principles and accept a joint report. By monitoring the organisation’s strategic results in social change processes the support becomes results based.
- The Swedish Embassy will *not* participate in programmes where Mozambican CSOs are “implementing partners” to other organisations instead of owners of the programmes. Any ongoing support containing project support (direct or through intermediaries) will be phased out. Parallel funding to one CSO from the Embassy through different channels should be avoided.
- Outreach is important. The Swedish Embassy considers national organisations with genuine structures at lower levels, and network organisations as Key Actors. National level organisations without structures at lower levels need to prove their legitimacy to obtain support. Key Actors are:
 - a. National organisations/social movements with structures at lower levels and network organisations.
 - b. National level watch-dog or research organisations which can prove their legitimacy.
 - c. National level Human Rights organisations, focusing on support to women’s rights, child rights and the rights of the HIV and AIDS affected.
- Sweden’s thematic priorities democracy and human rights (particularly respect for and protection of women’s and children’s rights), gender equality and care for environment, as

⁵ For further reading; see Concept paper

⁶ Core funding is budget support to an organisation and includes all types of operational costs and costs for capacity development.

well as responses to the HIV and AIDS pandemic will be focus dialogue areas with Key Actors.

- During the cooperation strategy period specific support to civil society organizations in Niassa is foreseen in the areas specified in the Niassa Guiding document⁷. The support will gradually be aligned with the above principles.

Principles for organisation and modalities of the support

- Support to civil society is an integrated part of the work in the prioritised sectors in the Cooperation Strategy. It balances, complements and reinforces the bilateral support for increased performance and target achievement.
- The modalities for support shall be focused and resource effective, reducing the administrative constrain on the Embassy and making available human resources for increased policy dialogue with CSOs and government, and promotion of Good donorship.
- The Swedish Embassy shall enter into agreements with relevant intermediaries within the identified areas for promotion of democratic governance in the prioritized sectors of the Cooperation Strategy based on clear criteria. Any intermediate organisation shall apply the principles of Good donorship. The Mozambican CSOs are the centre and the starting point of all relations.
- The Swedish Embassy should only participate in multi-donor trust funds if the principles of Good donorship are applicable.
- The Swedish Embassy shall be transparent with these guidelines and the application of them.

Promoting Good donorship and transparency

The Swedish Embassy will strive for greater donor coordination and application of the Good donorship principles by other agencies when supporting Mozambican CSOs. Rather than a set of new activities this will imply a new approach of all Embassy staff in their relations with other donors. By continuously bringing up the principles for support in their discussions with other donors, Sweden will contribute to gradually improve the conditions for Mozambican CSOs.

In order to help Mozambican CSOs and donors to get a better picture of actors and actions, to find out preferences and priorities of different actors, initiatives for facilitating access to information on, and transparency of civil society support should be encouraged.

Integrating Civil Society into Policy dialogue

The Swedish Embassy values greater interaction between the parliament, the government, its authorities and the CSOs. The Embassy recognizes that CSOs play a larger role in

⁷ Internal Embassy guiding document for support to the Niassa Province during the cooperation strategy period.

development when defining their own fora for interaction with government instead of just monitoring efficient implementation of bilateral aid and of government programmes.

Within the bilateral aid structure the Embassy shall promote that civil society perspectives are on the agenda in the sector working groups. If regarded as strategic by CSOs the Swedish Embassy shall facilitate greater civil society representation in the sector working groups and other important fora for policy dialogue. Civil society shall decide which organisations should participate in the groups.

Alignment through joint funding

In the spirit of the Paris Declaration donors should coordinate around the CSOs and not the other way around. Donors, like they have done in the bilateral relations to the government, should strive for a real coordination and alignment with CSOs' strategic directions. The Swedish Embassy will facilitate greater coordination of support to CSOs through promoting common funds for core funding. The Swedish Embassy will also see how support through intermediaries may be coordinated, applying the principles of good donorship.

6. Modalities for support

6.1 Support model

The Swedish Embassy's main support model will be to work through a limited number of qualified intermediary organisations⁸ which will provide long term core funding, facilitate capacity development of Key Actors and manage the support according to the guiding principles and administrative requirements.

The Swedish Embassy will enter into agreements with intermediaries with experiences and competences within the identified areas of support, and in line with the prioritised sectors in the cooperation strategy. Contracted intermediaries may change over time depending on needs of Key Actors and intermediaries available.

An inventory made of potential Key actors areas of activity and the Embassy's ambition to complement, balance and reinforce the bilateral support with the support to civil society has lead to the conclusion that the Embassy shall strive to contract intermediaries to manage the following **four clusters of support**; **a) *Participation, social and legal accountability, including monitoring of respect for human rights***; **b) *Social accountability in management of natural resources and community land rights***; **c) *Transparency, financial and political accountability***; **d) *Promotion of access to information***.

The intermediaries will be identified through a transparent process which might include public notice, combined with approaching already identified possible organisations. Contact meetings will be held, followed by an open dialogue with several possible intermediaries with the purpose of selecting the most competent partners. The evaluation shall be done by a group of Programme Officers according to the established criteria.

⁸ According to the Swedish Constitution Sida may *not* make capital contributions/forward grants to private companies. According to the Swedish Government's Instruction to Sida, 2007, Sida may collaborate with international organisations and delegate responsibility to prepare, manage and monitor Swedish contributions.

Potential intermediaries must provide recent organisational assessments. If not available, a systems audit or a similar type of assessment should be undertaken in collaboration with the intermediary. If a potential intermediary lacks capacity in some of its internal systems, initial capacity development support shall be considered and provided.

The Swedish Embassy will strive to coordinate CSO support with other donors who have similar priorities, with the aim of promoting Good donorship, division of labour and resource effective management.

6.2 Alternative option

If no relevant intermediary is found, a limited number of Key Actors will be supported with direct core funding from the Embassy. If several donors are involved, a common fund arrangement should be used. In such an arrangement additional technical support for capacity development may be contracted through consultancy firms, other competent organisations or institutions. Capacity development needs should be reflected in the CSOs own strategic plan.

6.3 Roles of the intermediary

The selected intermediaries shall:

- Operate in accordance with the positions and principles stated in these guidelines and work for their promotion. Special emphasis shall be given to capacity development and promotion of increased Mozambican ownership.
- Be responsible for identification, initial assessment and proposal of potential Key Actors in partnership with the Swedish Embassy. Key Actors may change over time.
- Be responsible for contractual arrangements, management and monitoring of core funding to Key Actors.
- Ensure that sufficient capacity is developed within Key Actors to manage core support prior to long term funding.
- Facilitate and support Key Actors' strategic and operational planning, results based management and reporting.
- Facilitate and support Key Actors' capacity development based on each organisation's needs expressed in their own capacity development plan.
- Facilitate sharing of information between Key Actors and with the Swedish Embassy and especially promote dialogue on Sweden's thematic priorities as well as HIV and AIDS.

6.4 Criteria for initial assessment of Key Actors

Potential Key Actors, regardless if they already are, or will be supported by the Embassy shall be assessed according to the guiding principles and the following criteria. The criteria are divided into two groups. The *Mandatory criteria* have to be satisfactorily met initially. The *Evolvable criteria* are aspects which may not initially be completely fulfilled and which the CSO may initially be supported to further develop before long term core funding is provided. Organizations that are already supported by the Swedish Embassy could receive some parallel activity support during such a period of capacity development. Continuous support to capacity building of Key Actors is part of core funding.

Mandatory criteria (1-5)

The CSO *must*:

1. Be legally registered in accordance with Mozambican legislation as a not-for profit association, organisation, foundation or professional association and have statutes.
2. Not be affiliated to a political party.
3. Be active in any of the prioritized sectors in the Swedish Cooperation Strategy and in one of the identified areas for promotion of democratic governance.
4. Be transparent and practice internal good governance, meaning;
 - a. Execute governance according to its statutes and bye-laws
 - b. Have a functioning board of directors
 - c. Have separate authorisation of expenditure and handling payments
 - d. Have one budget and one annual financial report in which *all* income and expenditures are included.
 - e. Have an adequate accounting system
 - f. Have annual statements audited by an authorised auditor.
5. Be regarded as legitimate through its structures making it accountable to its constituency, or through participatory work methods providing regular links with the citizens it claims to represent or by linking its social work or evidence based research to its advocacy.

Evolvable criteria (6-7)

The CSO should, if the criteria below are not already fulfilled, be encouraged to work towards and develop the following:

6. Be working according to realistic long term strategic priorities, preferably formulated in a strategic plan. An annual report corresponding to the strategic priorities should be presented to its board, its members and donors.
7. Have sufficient institutional capacity, meaning:
 - a. Skilled staff
 - b. Sufficient internal systems to manage planning, operations, finances, information and personnel
 - c. Close links with like-minded organisations
 - d. Diversified sources of funding.

6.5 Criteria for selecting intermediaries

Potential intermediaries shall be assessed according to the following criteria. The intermediary *should*:

- A. Be a national or international CSO⁹, legally registered in accordance with Mozambican legislation as a not-for profit association, organisation, foundation or professional association and have statutes.
- B. Not be affiliated to a political party.
- C. Have an office in the Mozambique and have had a national presence in its civil society support for a minimum of two years.
- D. Be a relevant actor with recognised competence and experiences from Mozambique in:
 - a. the accountability dimensions and sectors to be contracted
 - b. capacity building of CSOs
 - c. grant management, particularly management of core funding.
- E. Have sufficient institutional capacity demonstrated by:
 - a. A skilled staff in the areas of expertise required.
 - b. Adequate internal systems
- F. Be able to present a conceptual framework for result based management for the areas concerned and capacity building and a quality assurance system for the support.
- G. Be transparent and practice internal good governance, meaning;
 - a. Execute governance according to its statutes and bye-laws
 - b. Have a functioning board of directors
 - c. Have separate authorisation of expenditure and handling payments in its Mozambican office
 - d. Have one budget and one annual financial report in which all income and expenditures are included for its work in Mozambique
 - e. Have an adequate accounting system
 - f. Have its Mozambican annual statements audited by an authorised auditor.
- H. Have a sound financial situation and have fulfilled all previous obligations in relation to other previous Sida-grants.

7. Management at the Embassy

These guidelines urge a distribution of responsibilities and civil society relations at the Swedish Embassy. The relations are meant to be long term and of mutual interest for all parties. The Swedish Embassy does not have a specific civil society portfolio. Support to civil society is an integrated part of all work and the relations will be at three different levels:

Programme Officer – Key Actors

Each Programme Officer should develop relations and follow the work of relevant Key Actors in the sector of his or her responsibility. The Programme Officer shall have a continuous dialogue with the organisations on policies, strategies and developments in the sector. The discussions can be held in different constellations and should possibly be convened in a coordinated way to avoid a too heavy workload for the Key Actors.

⁹ It could also be a UN-organization provided they adhere to other criteria and principles for support outlined in the guidelines.

Programme Officer – Intermediary organisation

Several Programme Officers working in one area also may find interest to maintain a dialogue with the intermediary organisation when it comes to analysis of the area of support. The agreement with an intermediary organisation or a directly supported Key Actor should be handled by one of the Programme Officers working within the specific sector. The relation between the Embassy and the intermediary organisation or the directly supported Key Actor includes contractual arrangements, administrative routines, analysis and reporting. The Embassy's Anti-corruption strategy shall be applicable and Sida's revised agreement templates for framework organisations for civil society support shall be used as a basis for the agreements. If a division at Sida has experiences of working with any of the intermediaries coordination and consultations should be sought. The Embassy is always fully responsible for the support.

All Programme Officers, Head of Cooperation and Head of Mission – Key Actors

The support to CSOs should be linked to the bilateral dialogue. As accountability and governance is important in all the areas of support, the relations with Key Actors will be an important input and reality check in relation to the dialogue strategy. Therefore all staff from the Embassy, involved in different dialogue initiatives, should also be able to take an active part in discussions held with Key Actors.