



Norad

Principles for Norad's Support to Civil Society in the South

Oslo, May 2009

Content

- s.1 Foreword
- s.2 Principles for Norad's Support to Civil Society in the South
- s.3 Six principles for Norad's Support to Civil Society in the South
- s.5 Introduction
- s.7 Civilian Development Actors in a changed Environment
- s.9 The Principles are to deliver Results in six Areas

Photo: G.M.B. Akash, Inger Heldal
Design: Agendum See Design
Print: RK Grafisk as

May 2009
ISBN 978-82-7548-409-1

Foreword

These principles highlight important challenges we face in the struggle against poverty, civil society organisations' contribution to development and the preconditions for their success. Within the existing political framework, these principles will constitute the foundation for Norad's support to civil society organisations in the years to come.

The document describes the various causes underlying poverty and lack of development. It also underscores the social forces that must be mobilised both in the North and the South in order to achieve the desired changes. Norad will strive, together with Norwegian and international partners, for greater impact on conditions that promote development and against factors that hinder such development.

This work is demanding, complicated and long-term. Plans and visions mean little if they do not translate into results. Therefore, Norad will increase further the requirements to all partners to document the achievement of their goals. All development activities must originate from the context of poor people in the South – and must be justified by the results for the poor living there.



Poul Engberg-Pedersen
Director, Norad
May 2009

Principles for Norad's Support to Civil Society in the South

Synopsis

Norad intends to conduct a gradual transformation of its civil society support to the South being provided through voluntary Norwegian development actors and other NGO channels.

Six overarching premises, hereinafter named Principles, will guide the struggle against poverty and oppression. Central themes include democratisation; the inherent value of civil society; its value as a development actor; factors that promote development; results; and anti-corruption. The principles strengthen the demand for documenting added value of the co-operation between Norwegian actors and their southern partners. A key goal is to enable southern civil society actors to take the lead in these partnerships.

White Paper no. 13 (2008-2009) specifies the need for Norwegian development actors to assess their effectiveness and roles within a comprehensive development agenda, emphasising a pluralistic, dynamic civil society as a complement to democratically elected institutions and a premise for democratic development. Norad shall support NGOs' comprehensive analyses of the situations in which they engage, and facilitate (including through constructive criticism) their contribution towards the Norwegian government's ambition of making development assistance a dynamic element of its overall development policy. Norwegian partner organisations will be challenged to identify new southern partners, find new ways to solve problems, meet new challenges, stimulate partners' results and fight corruption.

Development organisations' engagement should start and end in the South. Support for conferences, meetings and seminars primarily geared towards development actors as such would no longer be prioritised. Norad will engage organisations promoting innovative and original views, practices and solutions. Pilots would emphasise local ownership and development actors' accountability towards their target groups, notably poor people in the countryside.

These principles replace Norad's 2001 Guidelines. General Guidelines for grant schemes and administrative procedures for each scheme will constitute Norad's «tool kit» for administration, monitoring and control of Norwegian civil society support. The Principles apply to Norad's administration of three complementary channels of development support. Strategically and financially, the most important one will remain support through Norwegian NGOs to southern partners, supplemented by support to international NGOs and direct support from Norad to southern civil society organisations.

Six Principles for Norad's Support to Civil Society in the South

These principles constitute the overall policy guidance for Norad's support to civil society in the South through three channels: Norwegian non-governmental organisations (NNGOs); international civil society organisations (INGOs); and direct support to civil society organisations in the South.

The principles should enable Norad to:

-
- 1) Mobilise NGOs at all levels in the struggle against poverty and oppression
 - 2) Strengthen civil society actors working towards development, democratisation and the redistribution of power
 - 3) Support civil society organisations in their international work
 - 4) Ensure better documentation and reporting of results
 - 5) Support effective work against corruption in all its forms
 - 6) Increase diaspora participation in Norwegian development co-operation
-

General guidelines for grant schemes in Norway and administrative procedures for the grant schemes managed by Norad – and edited in accordance with these Principles - will enter into effect in the autumn of 2009. Indicators should also be developed enabling Norad to effectively monitor goal achievement.



Introduction

«Civil society» is a concept on a par with «culture» and «democracy», and needs to be defined to have any meaning. Norad's Guidelines for the support to civil society of 2001 ¹⁾ provided a very loose definition, covering almost any actor which the government wanted to include in its development assistance. The Guidelines emphasised Norwegian non-governmental organisations' (NGO) added value in development-related work, while also recognizing their importance as channels of information and opinion formers in Norway. The emphasis on rights rose to the foreground during this period.

The Government's White Paper no. 35 (2003/04) gave credit to NGOs' development work, but also criticised certain negative trends, such as many NGOs' move away from voluntarism and grass roots contact towards increased individualisation and commercialisation. At the same time, tougher competition for public attention has led to more emphasis on branding and sharper competition for limited funding resources.

A series of organisational reviews since 2006 have documented that Norwegian development-related NGOs have generally become very professional and well-run. Their contribution to strengthening civil society in the South through local actors is more difficult to establish. Local partners have often underlined the difficulty of distinguishing between Norwegian NGOs' respective roles as donors, partners and development actors with their own agendas.

Norad defines civil society as an arena separate from the family, the state and the market, where individuals voluntarily associate to advance common views and interests on their own or on others' account.

This definition is more inclusive than one based on a narrow understanding of self-interest. It thus embraces a broad spectrum of organisational forms in the South, ranging from professional NGOs and social mass movements to traditional structures and local and informal networks.

Civil society is commonly viewed as something inherently positive and necessary to any society; however, critical analysis reveals a more complex reality, in which civil society actors are not always fighting for what may be seen as a «just cause».

1) Grant Scheme for Norwegian and International Non-Governmental Actors Humanitarian and Development Work, dated 19 November 2001.

Research and independent evaluations have shown that development assistance provided through Norwegian and international NGOs has indeed yielded good results. Yet efforts towards making development assistance more effective have also revealed weaknesses, due to both internal and external conditions.

The Accra Agenda for Action of September 2008 ²⁾ put the spotlight on key challenges facing voluntary actors, national governments and the international donor community, and committed itself to a common platform including a set of practical measures geared towards solving these challenges. Norad's task is to discuss such challenges and issues with their Norwegian development partners, while ensuring that the latter follow up with their local partners and local authorities. Furthermore, the organisations need to improve their co-ordination with various donors – Norwegian or international – providing support to the same recipient organisation.

One issue of concern is that international organisations, including Norwegian ones, tend to dominate Southern CSOs and their agendas. Norad aims to encourage South-based organisations (CSOs and CBOs) to direct their attention towards the interests of their local target groups. In order to reach core Norwegian development goals, such as strengthening local ownership, increasing development actors' accountability to their target groups and reaching farther out and deeper down to new recipients, it will remain crucial to achieve reciprocal partnerships while simultaneously exploring and implementing alternative support forms to Southern civil society.

There are also reasons external to civil society itself to adjust the course for the civil society support. The world has changed significantly since 2001. New actors, including China, India, South Africa and Brazil, along with private donor funds, are playing increasingly important roles. Migration, climate change and environmental degradation are creating great challenges. Current conflict patterns also require difficult choices between security and humanitarian needs, and between use of civilian and military means. Restrictive NGO legislation is on the rise in several countries and will affect – and most likely circumscribe – the room for manoeuvre for voluntary actors.

In addition, the international development aid business has significantly expanded, today encompassing several activities with little relevance for poverty-related development work. The many links of the aid chain are also gobbling up significant resources.

The Government's White Paper no. 13 (2008-2009) on development, named «Climate, Conflict and Capital – Norwegian development policy in a changed environment», sheds light on key preconditions for an effective development policy, and for how Norwegian development assistance can contribute to improving the livelihoods of the poorest of the poor. The White Paper challenges Norwegian voluntary actors and their partners to improve their ability to document their achievements in the struggle against poverty, climate and environmental challenges, as well as in humanitarian work and peace-building.

2) Grant Scheme for Norwegian and International Non-Governmental Actors Humanitarian and Development Work, dated 19 November 2001.

Civilian Development Actors in a changed Environment

National authorities – both donor and recipient – NGOs in the North and the South, and global actors emanating from public, civilian and commercial interests, share responsibility to create conditions for a civil society where poor and excluded groups have the same rights as everybody else. In the struggle against poverty, service delivery, advocacy work, policy formulation and direct action by the poor and their supporters are opposite sides of the same coin.

It is the responsibility of any state to create a climate for pluralism and growth of its civil society through establishing the appropriate judicial, economic and political conditions for voluntary action. In developing countries, external donors can contribute with financing in ways that support this.

Development work by civil society shall still be rights- and partnership-based ³⁾. In societies where a significant change of power relations would be required to achieve development, it is essential that the work be based on international rights and conventions ensuring poor people's access to basic resources such as land and water, and to social services such as health and education. There is always a danger that peaceful reform processes can turn into violent conflict. Therefore, any foreign actor is responsible to ensure that the struggle against poverty is being conducted in a way that does not encourage violence or contribute to prolonging violent conflict.

Norad will strengthen co-operation with voluntary actors that have demonstrated their capacity to achieving results in the struggle against poverty, and for democracy and development – or that, through innovative action, have demonstrated their potential to creating such change. First, this co-operation will occur through continued support to Norwegian NGOs with their South-based partners ⁴⁾. Second, through support via international organisations and networks working globally or regionally within prioritised areas of Norwegian development support. Third, through direct support to national institutions distributing resources to local civilian actors.

Norwegian voluntary actors

Support through voluntary Norwegian organisations shall strengthen networks and alliances that speed up change processes that are fundamental to improving the plight of the poor. The struggle against poverty – and all its associated

3) Applying a rights-based approach to development includes making human rights the basis for identifying and defining the goals for development and poverty alleviation. For further elaboration of this, consult Norad's homepage <http://www.norad.no>

4) Information support in Norway to voluntary organizations is based on a mandate to inform the Norwegian public and is therefore not covered by the new principles. This support arrangement is routinely evaluated based on separate criteria.

problems such as hunger, isolation, illness, exploitation, oppression and corruption – can only be won through broad alliances involving different actors in many arenas. Norwegian NGOs' added value in this connection is to develop strong partnerships with South-based actors that strengthen the latter's mandate and effectiveness and build networks of solidarity across national boundaries.

Norwegian NGOs have important tasks at home. They influence the Norwegian political system and act as a conduit for views held by their South-based partners, that otherwise have difficulty being heard in Norway. Broad-based, long-term information work contributes to creating interest and debate about development questions, but the organisations are being challenged to better document added value and the results of their activities.

International voluntary, non-governmental organisations and networks

The support is intended for international NGOs and networks working globally or regionally within prioritised areas of Norwegian development assistance, where there are few other actors and where international efforts are important elements of advocacy work and policy formulation. It shall primarily be provided as multi-year, core support based on an organisation's strategic plan. Preference is given to actors with a Southern base – either through their headquarters or through South-based actors significantly influencing the organisation's work through its formal organs and decision-making processes. The purpose is to strengthen their ability to influence international, regional and national decision-making processes.

Direct support to national distribution institutions

Direct support to funds and national umbrellas in the South that are themselves distributing resources to recipient country organisations will supplement the two other NGO channels. The aim of direct support will be to build national capacity to enable a country to take responsibility for its own civil society development. The principle of democratic ownership is valid in this area as well.

When developing such national institutions for distribution, the requirements regarding procurement, eligibility for application, classification and handling of applications, guidance to applicants, education and long-term organisational development, all need to be considered together. Norwegian voluntary actors' experience with partnership is relevant here. As their role as donors is being reduced, other tasks rise to the fore, including assistance in formulating applications, report writing etc. and in exploiting new financing mechanisms.

What is common to the three aid channels is that results will be measured in relation to development goals including social and political indicators. Rather than measuring only the Norwegian assistance as such, at issue is the total effect at user's level and societal impact through sustainable social structures. Departing from a narrow focus on aid effectiveness, the aim is to adopt a broader perspective on development effectiveness.

The Principles are to deliver Results in six Areas:

Norad shall:

1

Mobilise NGOs at all levels in the struggle against poverty and oppression

In only a few decades, several hundred million people have been lifted out of poverty thanks to strong economic growth and active redistributive policies in several countries, particularly in Asia. The driving forces behind this unique historical development are complex and encompass technological innovations, the emergence of new institutions for trade policy, and economic and political reforms at national and international level. In this confluence of forces, Norad's support for civil society in the South will focus on the importance of societal organisation in order to achieve sustainable development for the poor.

The middle class has grown enormously in many countries as a direct result of economic development and the concomitant forces of migration and urbanisation. This has often happened without an accompanying organisation of the new middle class itself. However, the economic situation for many poor peasants, the landless, agrarian workers and jobless people has seldom improved without these groups' strengthened mutual solidarity, the establishment of their own organisations and institutions, or the ensuing recognition and respect for these on the part of those in power. Building vibrant, sustainable organisations of the poor takes time, and depends on the strength of civil society at large.

This organisational perspective complements and supplements a structural and economic understanding of poverty. Structural change in a positive direction requires internal actors, both individual and collective, that know and understand the problems, are in close contact with the conditions that are to be altered and have sufficient power to eventually break with established power and interest constellations ⁵⁾.

Civil society in the South encompasses a broad range of organisational forms, from modern, professional NGOs to traditional structures and local networks. Mobilising this multitude of actors tends to increase the possibilities for bringing about positive change. Nowhere has the NGO sector by itself had

5) In Western countries, including Norway, organizing the poor started among artisans, the so-called «labour aristocracy», and gradually spread to weaker groups. This historical experience shows the importance of facilitating alliances and co-operation between different groups of the poor.

sufficient power and influence to affect deep-seated change. Conversely, in many cases, South-based NGOs have lost their local roots, and have often «buoyed» upwards to the point of becoming an integral part of the state apparatus, leaving weak local change agents (CBOs) behind. Thorough and concrete analyses of civil society at country level will remain crucial to selecting partner organisations with the potential to affect broad-based social change.

Poverty analyses must show who the poor are, why they are poor and how they can escape poverty. There is a strong need for analyses that explain why and how poverty is being created and upheld. The analyses need to direct attention towards:

- *How rights* are distributed between people in a given society
- *Who benefits* from the institutions and markets of society, and who does not
- *What roles* a country's elites are playing in terms of producing poverty
- *Poverty as a process*, contingent upon historical factors
- *Poverty as a structural* rather than an individually produced phenomenon.

Power relations between the sexes – and the consequences of these all the way down to household level – need to be included, in order that human rights and gender equality be heeded throughout all development work.

Organisations that wish to receive support from Norad need to deliver solid poverty analyses, thorough plans of action including partner selection, capacity building, advocacy work and increased participation from local civil society, and solid documentation of achieved results. Weak results may be caused by basic misunderstandings, wrong approaches to and selection of partners, combined with a weak understanding of context and weak or lacking risk analyses.

NGOs are important service deliverers, contributing to realising basic human rights such as the right to life, health, education and participation in society for a growing number of people ⁶⁾. The needs vary from country to country, and the prioritisation of tasks springs from this. Service delivery will have a higher priority in countries affected by war, that are vulnerable in other ways or that are stabilizing after conflict. Rights-based work and advocacy tasks will normally take precedence in countries where the population's basic needs have been covered, but where weak or bad governance represents a hindrance to development. Under all circumstances, the interventions must cover more than just the service delivery, and must exploit existing opportunities for ripple effects created through capacity building, attitudinal changes and the spread of good ideas and measures undertaken. From nearly all countries, experience suggests that poor people gain the most from a combination of private and public services.

6) According to White Paper no. 35 (2003/04), «Support to [service delivery] should also be considered as rights-based assistance, and plays a key role under this budget post.»

When seen from the South, service delivery and advocacy work are of equal importance. Voluntary actors are often subjected to a combination of pressures from local communities and authorities regarding concrete services, and from donors emphasising a critical advocacy role and governance scrutiny functions. The context will decide the concrete priorities made by the organisations. Local organisations, aided by their Norwegian partners, can exploit their influence as service deliverers to wield influence on sector policies and local decision-makers. It would be unreasonable and unrealistic to demand local organisations to play a political role at national level; here, national actors would be better placed. However, local organisations can be active in their local communities and, through their activities, tie their work at local level to national actors, not least, democratically elected institutions.

2

Strengthen civil society actors working to achieve development, democracy and a redistribution of power

Social mobilisation and broad participation in political processes are crucial factors to ensure that the state fulfils its responsibility to cover the basic needs of the population. Civil society actors have a key role in safe-guarding people's rights to information, to freedom of speech and assembly, and to meaningful political participation. They are also responsible for monitoring the government's performance, supporting positive initiatives, being critical when necessary, and bringing public attention to the effect development aid has on national institutions and social processes.

Norad wishes to strengthen local actors' ability to play an active advocacy role, for instance, in fighting corruption, in peace and reconciliation processes, through independent information distribution and as an ombudsman in relation to public authorities. In order to reach this goal, civil society needs to be strengthened both within service delivery and advocacy work ⁷⁾. Norwegian voluntary actors and their local partners should increase their engagement with:

- Traditional institutions and their leaders
- Social movements (of the landless and expelled, campaigners for environmental and other rights, wage earners and jobless, the handicapped and youth)
- Political alliances working to achieve a just development and a strengthening of common public goods.

The multitude of views in civil society is one of its key advantages, and a democratic ideal. Here, new opinions and values are formed, while

⁷⁾ There are examples of countries where NGOs supported by Western donors chose to prioritise advocacy work to the detriment of service delivery, leaving the room for social services to political forces that, through this activity, achieved popular support for completely different policies.

conventional views are criticised and challenged. However, not all values creating social structures promote development or democracy. Therefore, civil society should not be idealised; rather, there needs to be an acceptance of a multitude of different – and conflicting – organisations and forms of expression.

Through the NGO channels, Norad wants to broaden the dialogue with critical voices in civil society in the South, including with those holding different views from our Western-based ones, and who may organise themselves in ways that differ from our own.

Analysing the links between social structures and associational life in a given country is difficult, as opposed to simply transferring known models of civil society abroad. Thorough social analysis of caste, class, ethnicity/clan and family is particularly important in countries where efforts towards greater participation and democracy are challenging established power constellations and the traditional privileges of the elites.

Norwegian organisations will have to increase their knowledge about how they may best contribute towards altering power relations, politics and achieve economic redistribution benefiting poor people. Provision of support to partner organisations will, to a larger extent than previously, be based upon these partners' ability to strengthen local partners with firm links with the grass roots, local networks and alliances stretching both horizontally and upwards towards the national level in the recipient country.

Another challenge concerns how to strengthen NGOs' legitimacy in relation to democratically elected institutions. In many countries, governments only acknowledge accountability towards those who elected them, or towards the institutions they represent. There is a greater willingness among organisations to tackle such questions today than in the recent past. Many consider openness and co-operation with elected institutions fundamental in order to reduce mutual suspicion and build relations on trust.

Legitimacy cannot be based solely on formal representation (legality); rather, it should be interpreted as degrees of representativity, closely connected to a comprehensive knowledge and assessment of relevant issues, influence on political authorities, resource mobilisation capacity and documented results

Yet another challenge concerns distinguishing between legitimate advocacy work for civil society representatives on the one hand, and activities that belong to the political system on the other. In countries where the political authorities enjoy little political legitimacy, and where democratic practices are lacking, this may be near impossible. Frequently, NGOs are used by prospective politicians as stepping-stones towards achieving political power. For some, this will be both

understandable and acceptable, while others will react with demands for counter-measures from the political system.

To a greater extent than other parts of civil society, the governance sector is being financed by foreign donors. Often, this is viewed as an inappropriate interference in a country's internal affairs. Frequently, governments will meet such support with counter-measures affecting all sectors of civil society. Restrictive legislation, limitations on the freedom of speech and organisation, and restrictions on or bans against receiving foreign financial support are typical measures employed in many countries.

Organisations struggling to achieve deep-seated reforms, including the establishment of free, critical media working to achieve greater public openness, are particularly vulnerable to political pressure, repression and persecution. Providing support to such initiatives remains a common challenge for public and private donors alike.

Openness towards partners about one's own priorities and limitations will be required, including about funding sources and conditionalities. Organisational accountability goes in several directions: Upwards towards donors and national governments; downwards towards target groups and local partners; inwards towards one's own members; and outwards towards other civil society actors.

Any such negative developments should be met through the NGOs themselves accepting greater responsibility to tell the public what civil society is up to and where voluntary actors receive their funding. This will also accord these organisations with greater legitimacy when demanding transparency on the part of governments.

In countries with little willingness to reform, Norwegian actors and their partners must be prepared to tackle serious conflicts of interest, where full disclosure regarding financing may be problematic.

For countries in war or in vulnerable situations, civil society will be both an arena for dialogue and an independent actor in terms of humanitarian assistance and development.

Voluntary actors cannot create peace unless warring parties themselves want it. However, the former have significant capacity to protect civilians, monitor human rights violations and put forward crucial demands in preparation for peace negotiations. Significant results have been achieved – even in the short term - where various actors have worked jointly on different tasks, for instance combining protection with humanitarian assistance and mobilisation of popular support for peace initiatives.

As importantly, yet even more difficult and time-consuming, is the promotion of a peace culture and support for non-violent conflict resolution. This demands co-operation with institutions that are important for people's understanding, faith and hope in times of crisis, such as schools, religious communities and local media. As a rule, however, such institutions are themselves heavily involved in these conflicts. Dialogue and collaboration between professional and voluntary actors must therefore start as early as possible and in line with international norms for comprehensive conflict resolution. Peace and reconciliation measures are most effective in post-conflict situations.

During protracted and complex crises, such as in Afghanistan, the Middle East, Sudan, Sri Lanka and DR Congo, ascertaining which phase one is in may be difficult. Peace initiatives and bursts of violence may recur periodically, with gliding transitions between a need for humanitarian assistance, transitional assistance and long-term development assistance.

Norad strongly emphasises voluntary actors' understanding of crises and realistic goals regarding their own contributions towards creating the necessary conditions for lasting peace and development. Applicants for Norad funding will need to specify how their humanitarian and long-term efforts are believed to contribute to reducing the underlying causes of conflict. Norwegian organisations with mandates emphasising neutrality between conflict parties may have a more indirect approach towards democratic processes and power redistribution.

3

Support civil society organisations in their international work

Globalisation and new communications technology have, in just a few years, opened up new opportunities for international advocacy work. Civil society actors have been active and successful in terms of mobilising international public opinion about many important such issues as corruption, war and peace, trade and debts, climate change and the environment, human rights, good governance and development. They have become important actors in all international settings. Their presence at international negotiations has brought new perspectives to the debate, increased public attention and interest, and has added a political dynamism to the negotiations that would otherwise have been lacking.

This work is taking place in a great number of international arenas and networks, some established for short-term campaigns, others being permanent institutions to tackle questions as they arise. In a complex, global setting with many ongoing political processes, prioritising activities and engagements can be difficult. Norwegian actors need to become more adept at understanding, exploiting and documenting their international roles and opportunities to wield an influence in relevant areas.

South-partners' prioritisations shall guide Norwegian NGOs' international engagement financed by Norad. For partners with many donors it can be quite challenging to remain true to their own issues, prioritisations and premises regarding their own development agenda. For most local actors, enhanced economic opportunities, improved governance and a more democratic development will be the more important issues, along with the achievement of the Millennium Development Goals within health and education. In Norad's view the more local organisations manage to stay independent of donor agendas, the more they are also likely to relate to donors' thematic challenges in a meaningful and sustainable manner. Achieving results in one's own prioritised areas builds credibility and social capital that can be used also to address other big challenges like the climate change and environmental degradation, corruption and violent conflicts over raw materials, food, ideology and power.

It is essential that representatives of the South be able to participate fully in international work. Norwegian NGOs carry a special responsibility to assist their partners in gaining access as well as competence in exploiting available information from international communication channels and meeting places. While there is no one, universal manual on how to achieve this in practice, experience so far suggests that the best results will be achieved when the collaboration is based on joint interests, shared views and mutual respect. The South-South dialogue can provide an extra value to the partnership from the perspective of Norwegian voluntary actors, and thus also from Norad's perspective.

The organisations' pursuit of global issues should not only be directed towards the UN system, the World Bank and the OECD, but should also be brought to bear on such political arenas and platforms as the Social Forum, G20 and regional fora such as NATO, the EU (European Development Days), the AU, SADC etc.

4

Ensure better documentation of and reporting on results

The demands on each organisation in terms of documenting roles, relations and results (i.e., their total added value) will be sharpened. As for service delivery, documenting knock-on effects beyond the service delivered will constitute an important part of the total reporting requirement.

Organisations shall report on the long-term effects of their development efforts, and of their collaboration with other actors. What matters is the accumulated effect of the total development assistance, not just the outcome of Norwegian support to single projects or programme components. These reports should provide an important part of the documented results of Norad's support to civil society. Organisations reporting at a higher/aggregated level must view

the results evaluation from a comprehensive perspective, to include critical preconditions and risk analyses.

It will remain the responsibility of the organisations to formulate clear and measurable goals for their own activities. Norad's reporting requirements will be differentiated depending on the form of co-operation and contract type at hand, and on the local partners' capacity and experience. Smaller organisations will be required to document results in their local context, but not at a macro level. Reporting should also include important «negative» results or results not achieved.

The organisations will retain responsibility for forwarding complete reports from organisational reviews or evaluations of Norad-supported projects or programmes, as well as excerpts from these reports for publication at www.norad.no.

Norad is responsible for organisational reviews of multi-year co-operation partners. The purpose of such reviews is to assess whether the necessary skills or organisational resources are in place to achieve established goals in an effective manner. This will also include an assessment of the organisation's system for tracking results all the way through to the goal of an improved quality of life for the poor end-users.

Where organisational learning is important, broad participation will be useful. Whenever control is more important, the review will normally be conducted by Norad itself or together with external consultants. In situations where one may fear the revelation of improper conditions that may have serious implications for further collaboration with Norad, contracting out the whole assignment to external consultants may be the best option. A weighing of learning vs. control needs is a question of both/or rather than either/or. Moreover, the plurality of many voluntary organisations means that each review will need to be tailored to the situation of each individual organisation.

Evaluations focusing on results differ from organisational reviews, where the initiative may come from the organisations themselves, Norad or from external actors.

Norad is responsible for:

- a) Informing about the requirements regarding reporting on results from various types of projects/programmes
- b) Deciding at what level the organisations are expected to report their results, in accordance with Norad's Guidebook on Results-Based Management (RBM) (Results Management in Norwegian Development Co-operation – A Practical Guide) and risk management ⁸⁾
- c) Setting professional quality standards and providing guidance regarding the conduct of pre-studies, inception studies and follow-up studies.

⁸⁾ The Guidebook is a practical support document to MFA's Development Cooperation Manual (Bistandshåndboka) and has been formulated in accordance with established results requirements for the public sector in Norway (the Law on Administration, the Financial Rules and the Procurement Rules).

The organisations are responsible for operationalising the results requirements, in close collaboration with their South partners. Consistent use of, or management by results is intended to make their planning more realistic and their goals achievable ⁹⁾. Reporting on results should start with the effect at user level, documented through the use of local process and results indicators – in accordance with principles regarding recipient responsibility and democratic ownership – and should include «social auditing», a common term for an approach whereby the organisations put forward their results and have them assessed by their target groups.

Consistent with its intention to co-operate closely with grassroots organisations and social movements in the South, Norad is clear that the demand for results must not be detrimental to the partner organisations' long-term, patient efforts to mobilise and support weak groups. Also, the collaboration must not exclude informal movements with a loose organisational structure.

Systems for regular assessments of an organisation's ability to deliver effective assistance are already part and parcel of Norad's administration of development assistance, and will be developed further in line with Norad's strategy. The dialogue with the organisations will emphasise how the five principles of aid effectiveness, as formulated in the Paris Declaration of 2005, can be implemented and developed in a manner consistent with civil society work.

One key result is the ability to take up new causes and issues, be effective in one's advocacy work, communicate well and create effective relationships, including with those with whom one disagrees. This is a matter of great importance to the extent and quality of results achieved by Norway's South partners.

Strengthening results means that Norad's support will increasingly be directed towards organisations that can document the results of their advocacy efforts, and of their direct measures against poverty. Conversely, organisations failing to deliver will risk having their support cut, and eventually discontinued, in terms of their relation with Norad.

9) Results-Based Management (RBM) emphasizes managing towards goals based on the accumulation of systematic information about an organization's platform and status in core areas within its mandate. See also Norad's «Results Management in Norwegian Cooperation – A Practical Guide», December 2008.

Support the implementation of effective anti-corruption measures at all levels

Having good systems for stopping, revealing, treating and reporting on corruption and economic malfeasance is a clear requirement for the organisations seeking support from Norad. Increased accountability along the entire chain of recipients of Norwegian development assistance will be necessary, including clear rules and good systems for quality assurance and control. Beyond fighting corruption in one's own ranks, NGOs are facing a great challenge in terms of engaging in this work more broadly, from shaping attitudes at a micro level to revealing corruption at a macro level, among higher officials and within development programmes.

Norad is practicing a policy of zero tolerance towards corruption ¹⁰⁾. More likely than not, this focus will lead to an increase in the number of discovered and reported corruption cases in the near term. In the medium to longer term, effective systems for preventing and revealing corruption may lead to fewer corruption cases. Until this happens, the organisations and Norad together should be able to handle these short-term challenges in a proactive and effective manner.

Corruption is about much more than the abuse of financial resources, such as favouritism and other hidden incentives for achieving private gain. It is crucial to establish incentives that stimulate the organisations' transparency in such matters. Today's set-up metes out harsh punishment for those who get caught, but does not credit organisations that show a willingness to share information, improve their control and security mechanisms, and build anti-corruption capacity with their local partners. This challenge is amplified by the fact that many of the Norwegian organisations' partners relate to many donors, with different practices and reactions towards corruption.

Norad is cognizant of the risk that corruption may increase when voluntary organisations are encouraged to enter into more demanding partnerships. Serious incidences, revealing weak routines and control mechanisms, will have consequences for future Norad support, but graduated forms of reaction may be possible in future. All instances will be thoroughly assessed in context, and without prior judgments or negative publicity towards any given organisation. Corruption shall be fought in a culture-sensitive way that increases the attention to the problem as well as the gradual differences in severity, from a lack of openness, weak organisational democracy and control mechanisms to deliberate malfeasance, favoritism, embezzlement and abuse of power.

¹⁰⁾ See Norad's «Guidebook on handling suspicion regarding economic malfeasance in Norway's development assistance», September 2008.

6

Promote diaspora participation in development work

A *diaspora* is a milieu of immigrants and their descendants with links to a common country of origin. Norway has an explicit policy of pulling such migrant communities/diaspora closer in terms of its development work. In White Paper no. 13 (2008 – 2009) the Norwegian Government has accentuated the focus on development-promoting effects of international migration, and on how these may be strengthened. The government is determined to achieve closer integration of migrant communities in Norway with development organisations.

In Norway, there are particularly significant diaspora groups from Pakistan and Somalia, but also a large number of immigrants from Iraq, Iran, Vietnam and Sri Lanka, US, Russia, Turkey and many European countries.

These minority groups represent hitherto under-utilised resource milieus in terms of Norwegian development policy. They represent invaluable knowledge about culture, language, society, history, religion and politics. As a rule, individuals and organisations are in close contact with important groups and social networks in their own or their parents' country of origin. This knowledge about and understanding of cultural and societal conditions in their countries of origin are likely to contribute important insights also in terms of the provision of development assistance.

«The diaspora» can also be understood as a part of civil society in the country of origin, including the conflicts and tensions that exist there both politically and in terms of development work. When employing such a perspective, it is important that the collaboration with milieus in Norway rest on a solid understanding of internal constellations of power in those countries of origin.

Norad intends to facilitate diaspora groups' increased participation in development assistance, and will therefore expand its information and guidance efforts in this area. The core of this work will build on their advantages as bridges between societies, and their key role in transferring social knowledge. This may include mapping and analysis, partner funds and stricter requirements for Norwegian development organisations to include and co-operate with diaspora milieus. Measures of involvement will primarily be to strengthen capacity and provide support to organisational work in these 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 organisations.

These Principles – together with the general guidelines for grant schemes and administrative procedures for each scheme - will provide the strategic guidance for Norad's administration of its support to civil society in the South.

Short bibliography

Annual Budget Proposition no. 1

Annual Letter of Provision from MFA to Norad

Development Cooperation Manual

Agreement Manual (Judicial handbook)

Assessment of Sustainability Elements/Key Risk Factors – Practical Guide

Voluntary organisations' handling of questions regarding LGBT's rights

(document dated 5 November 2007)

Rules for financial administration in the public sector, 12 December 2003

Guidelines: Norwegian and international voluntary actors' development co-operation, 19 November 2001

Revised guidelines for support to international organisations and networks, December 2008

White Paper no. 11 (2007-2008), «On equal terms: women's rights and gender equality in Norway's development policy»

White Paper no. 13 (2008-2009), «Climate, conflict and capital: Norwegian development policy in a changed environment for action»

White Paper no. 15 (2008-2009), «Interests», responsibilities and opportunities: Key elements of Norwegian Foreign Policy

White Paper no. 35 (2003-2004), «Joint struggle against poverty – a comprehensive development policy»



Norad

Agency for Development Cooperation

Pb. 8034 Dep, 0030 OSLO

Ruseløkkveien 26, Oslo, Norway

Telephone: +47 22 24 20 30

Fax: +47 22 24 20 31

postmottak@norad.no

www.norad.no

