

Background Note - Draft Multiannual Indicative Programme

Thematic Programme

'Civil Society Organisations and Local Authorities' (2014-2020)

The new programme 'Civil Society Organisations and Local Authorities' is the successor to the thematic programme [Non State Actors and Local Authorities in Development](#) (2007-2013) currently being implemented. The new programme covers the period 2014-2020. Its objectives and expected results will be detailed in the so called Multiannual Indicative Programme (MIP). This note presents a first proposal for the MIP for the period 2014-2017. During the implementation of the Programme, following a Mid-Term Review, a second MIP will be prepared for the period 2018-2020.

The legal basis of the new programme is in the Development Cooperation Instrument (DCI) Regulation. The [proposal for the new DCI Regulation for 2014-2020](#) was adopted by the European Commission in December 2011 and is still being discussed by the European Council and Parliament. The DCI Regulation outlines the broad priorities and scope of the programme.

1. Background

The new CSO-LA Thematic Programme builds on the [Agenda for Change](#), which identified two priority areas for support:

- Human rights, democracy and other key elements of good governance;
- Inclusive and sustainable growth.

The Programme reflects the recently adopted policy [The Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations](#) (2012) and the related Council Conclusions. This policy integrates the conclusions of the [Structured Dialogue](#). It outlines an enhanced and more strategic approach to the EU's engagement with civil society, with a focus on EU engagement with local CSOs in developing, neighbourhood and enlargement countries. The Communication put forward three priorities for EU support:

1. To enhance efforts to promote a conducive environment for CSOs in partner countries.
2. To promote a meaningful and structured participation of CSOs in domestic policies of partner countries, in the EU programming cycle and in international processes.
3. To increase local CSOs' capacity to perform their roles as independent development actors more effectively.

At the operational level the policy calls for the elaboration of country level 'EU roadmaps for engagement with CSOs', which should ensure consistency and impact of EU actions with regard to dialogue and cooperation with civil society.

The new Thematic Programme will also reflect the forthcoming policy proposal on the EU's future engagement with LAs in Development (to be adopted in early 2013). A consultation with relevant stakeholders within the EU and in partner countries is on-going. The part of the MIP regarding support to LA may be adapted if necessary to take into account the result of this consultation process.

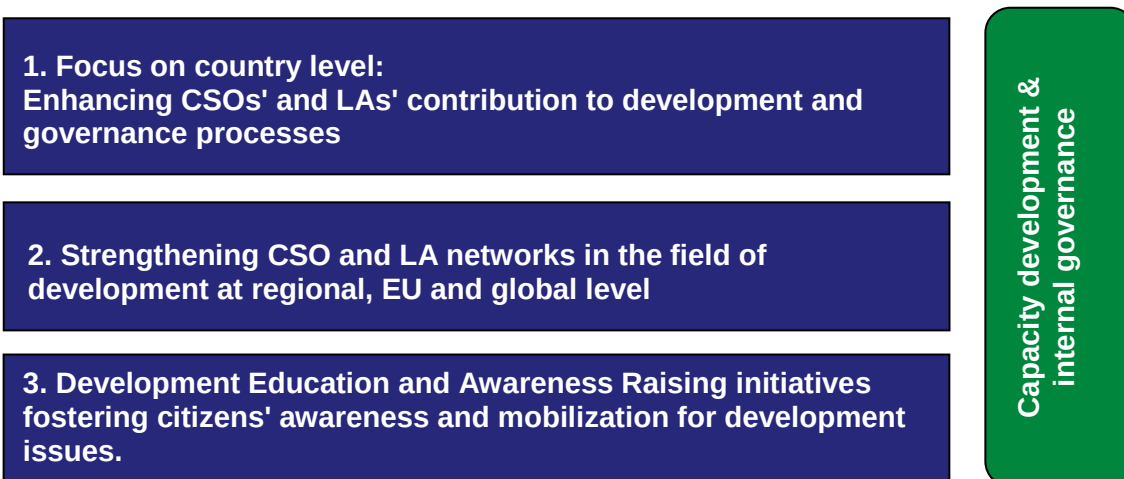
2. Challenges

The new Thematic Programme will seek to respond to a number of challenges:

- Gaps in the enabling environment for CSOs and LAs
- Challenges for CSOs and LAs to effectively contribute to governance and domestic accountability
- Limited access by populations to social services
- Ensuring economic growth is inclusive and sustainable
- Gaps in coordination and dialogue
- Internal governance and accountability of CSO and LAs
- The European public's understanding of development cooperation
- A crosscutting challenge in different domains are capacity constraints for CSO and LAs

3. Proposed components of the Thematic Programme

In line with the proposed DCI Regulation, the draft MIP 2014-2017 includes the three components outlined below.



Capacity development and internal governance of CSOs and LAs are considered important crosscutting issues throughout the three components.

Guiding principles

The implementation of the Thematic Programme will be guided by the following principles:

- Considering CSOs' right of initiative.
- Considering CSOs' diversity and specificities.

- Sound understanding of the CSO and LA arena as the starting point.
- Strategic engagement with CSOs and link with "roadmaps" at country level.
- Independence of the Thematic Programme (no government agreement required).
- Support to transparent and accountable actors.
- Appropriate and flexible funding.
- Systematic knowledge capitalisation and dissemination.

Component 1:

1. Focus on country level: Enhancing CSOs' and LAs' contribution to development and governance processes

This component is aimed at enhancing the capacities of CSOs and LAs to work at the country level, given the vital but distinct roles they play respectively in promoting democracy and accountability and in facilitating pro-poor service delivery and inclusive economic growth. With a view to operationalize recognition of the distinct roles of CSOs and LAs and to support their collaboration for local development, the programme distinguishes the following three strategic objectives:

- **1.1 To enhance CSOs contribution in development processes:** The programme will support CSOs as actors in governance, as partners in promoting broader access to service delivery and as key stakeholders in promoting inclusive and sustainable growth.
- **1.2: To enhance LAs' contribution in development processes:** The programme will support LAs, as autonomous public institutions operating within a given territory. It will promote their overall environment enabling them to play their legitimate and legally mandated roles. It will also reinforce their capacity to effectively ensure provision of public services and goods and to promote inclusive and sustainable growth within their framework of competence.
- **1.3: To support pilot actions promoting a territorial approach to development** through joint action by CSOs, LAs and other relevant stakeholders.

EU Delegations will ensure interventions supported through the programme are tailored to country needs and context and promote coherence and complementarity with other instruments and programmes. In this respect, interventions to support CSOs will be integrated into the roadmaps for engagement with CSOs, announced in the new CSO policy¹ and related Council Conclusions.

Whilst the programme focuses on local CSOs, it recognizes and supports the role played by European CSOs in supporting local partners, through information sharing, mentoring, joint

¹ See COM(2012) 492 *The Roots of Democracy and Sustainable Development: Europe's Engagement with Civil Society in External Relations*, section 4.5.

advocacy, etc. In difficult contexts, European CSOs can also play an important role in promoting the enabling environment of local CSOs and raising awareness about restrictions or attacks on them.

1.1 To enhance CSOs contribution in development processes.

1.1.1.

- **Space/capacity to operate**
- CSO contribute in **policy processes**
- .. & in **accountability systems**.

- Enhanced conducive environment for CSO participation
- Strengthened participation of CSOs in policy processes
- Strengthened roles of CSOs in accountability systems
- Enhanced CSO capacity to contribute to a conducive environment, policy processes & accountability
- Strengthened internal governance of CSOs
- Capitalisation & sharing of knowledge & experiences

1.1.2.

- Strengthened role of CSOs for improved **pro-poor service delivery**

- Improved access & quality of basic services
- Strengthened CSO role in partnerships including public authorities
- Innovations in social services delivery tested & scaled-up
- Enhanced capacity of public authorities to work with CSOs
- Capitalisation & sharing of knowledge & experiences

1.1.3.

- Strengthened role of CSOs for **inclusive economic growth**

- Inclusive & sustainable economic activities promoted
- Enhanced access to support services for social economy activities
- Enhanced job creation & social enterprises
- Increased participation of women, socially excluded groups & minorities
- Socio-economic innovations tested & scaled-up
- Enhanced CSO participation in partnerships
- Capitalisation & sharing of knowledge & experiences

1.1.1 Enhancing the space and capacity of CSOs to operate and engage in public policy processes and accountability systems

- The programme will contribute to enhance the de jure and de facto enabling environment for CSOs so that they can effectively contribute to development processes.
- The programme will seek to empower CSOs to contribute effectively and meaningfully to local and national policy processes and to hold public authorities to account alongside other institutional actors. Special consideration will also be given to CSOs' capacity to play an oversight role in the budgetary cycle.
- The Programme will support CSO contribution in policy making at national and sector level with attention on policies relating to human development (including the provision of social services) and on inclusive growth.
- The programme will provide tailored support to different categories of CSO actors (e.g. NGOs, trade unions, cooperatives, etc.), recognizing that dialogue schemes are actor and sector specific.

- The programme will contribute to fostering CSOs' transparency and accountability to their constituencies and partners with a view to enhance their legitimacy and credibility in policy and accountability processes.
- The programme will support CSO capacities to use new technologies and social media.

1.1.2: Strengthening CSOs' role for improved pro-poor social service delivery.

This axis of the programme will be activated in Least Developed Countries (LDC) and in fragile/post conflict countries in order to improve access to basic services, notably health, education, water and sanitation, and food security.

In Middle Income Countries support to service delivery may be mobilized within focal sectors of cooperation through geographical funds (bilateral cooperation). In the longer term CSOs' action in service delivery is to be progressively integrated in national systems and interventions of this Programme will embrace this perspective.

Focus will be on the following:

- The programme will provide direct support to CSOs to improve the provision of basic services, particularly for disenfranchised or vulnerable populations.
- The programme will support the capacity development of CSOs in relation to the quality of services and their complementarity within the framework of national systems.
- Special consideration will be given to fragile LDCs where CSOs often play a pivotal role in providing basic services. Support to CSOs in this context should ensure it does not harm state building processes.

1.1.3: Strengthening CSOs' role for inclusive economic growth.

- The programme will support CSO initiatives which combine social and economic ambitions. This covers initiatives to promote entrepreneurship and extend access to business support services, credit and markets to marginalized groups and to capacitate vulnerable groups to enter the formal workforce.
- The programme will support cooperatives and producers organisations' work to promote inclusive growth and to address the needs and interests of their members and communities, for example by facilitating access to credit.
- The programme will support actions by trade unions and employers' organisations to promote inclusive growth.
- Finally, the programme will seek to support CSOs in multi-stakeholder partnerships to promote entrepreneurship, create jobs and support growth, allowing different relevant stakeholders to work together and develop mutually-reinforcing initiatives.

1.2: To enhance LAs' contribution in development processes.

1.2.1.

- Enabling environment for LAs

- Increased coordination & exchange among (A)LAs, including for capitalisation of experiences and best practices
- Increased participation of LAs in national policy processes
- Enhanced capacity for policy dialogue & citizens' engagement
- Enhanced LA accountability
- Improved legislative frameworks for LAs including, where relevant, decentralisation processes
- Improved transparency of LAs in managing budgeting
- Capitalisation & sharing of knowledge & experiences

1.2.2.

- LAs' role for improved **pro-poor service delivery**
- And to promote **inclusive & sustainable growth**

- Enhanced capacity for service delivery and promoting inclusive & sustainable growth in line with their mandate
- Increased role for LAs as catalysts of actions, incl. multi-actor partnerships
- Increased LA capacity for policy planning
- Capitalisation & sharing of knowledge & experiences

1.2.1: To promote an enabling environment for LAs to play their roles effectively.

- Taking into account country-specific contexts, this programme will support improvements in the legal and regulatory framework related to LA competences, particularly within decentralisation processes, allowing LAs to play their institutional roles more effectively.
- The programme will also promote the participation of LAs in policy processes at country level, in line with the national policies. This may include support to networking, mentoring or twinning among LAs and associations of LAs at country level as well relevant exchanges with LAs and associations of LAs from other partner countries and from Europe, in order to enhance a broad-based and democratic ownership of development. The programme will also support actions to develop the capacity of LAs for policy analysis, negotiation and coordination, in line with their specific competences.
- The programme may support actions to strengthen the internal governance and accountability of LAs, as public institutions, both towards their own citizens and towards other levels of government and to independent audit bodies. In particular, it will support actions promoting effective budget implementation, tracking of public revenues and expenditures and budget literacy, and accessibility of budgetary information to citizens (including via participatory budgeting).
- In order to overcome purely top-down approaches, a better articulation between national and local policy-making processes will also be promoted, with LAs working as partners of the central governments in the design of national/sectoral policies and plans or in the negotiation of priorities for cooperation with Development Partners.

1.2.2: To strengthen the capacity of LAs to effectively deliver public services, including social services, and to promote inclusive and sustainable growth.

- The programme will aim at strengthening LA's capacity to effectively provide quality public services, including basic social services, and to promote inclusive and sustainable growth within their territory.
- The programme will support actions to strengthen the capacity of LAs to effectively implement laws and policies under their competence in order to stimulate the local economy, reinforce its links to the national market, to promote entrepreneurship and to mobilise different actors for joint efforts for inclusive and sustainable growth.
- The programme will promote capitalisation on expertise acquired during various decentralisation processes, notably with regard to service delivery, through a peer-to-peer approach and transfer of experiences with European LAs.

1.3: To support pilot actions promoting a territorial approach to development.

1.3.1.

- Territorial approaches to development &
- Multi-actor local development processes

- Increased collaboration of LAs, CSOs and other relevant actors in the territory to jointly promote its development
- Increased development of multi-actor local development plans
- Capitalisation & sharing of knowledge & experiences

1.3.1: To support pilot actions promoting a territorial approach to development

- In line with the Agenda for Change's focus on inclusive and sustainable growth for human development, this specific objective will seek to support pilot actions promoting a territorial approach to development, including multi-actor local development processes with the participation of LAs, CSOs and other local actors.
- The programme will support the development of local development plans with the participation of different actors, whilst respecting the legitimacy of the role of each category of actor.

Component 2:

2. Strengthening CSO and LA networks in the field of development at regional, EU and global level

The last decades have seen a substantial increase of regional, international and global networks and platforms of CSOs and also of LAs, articulating and advancing global norms concerning issues as diverse as health, trade, human rights, migration, global justice, climate change aid effectiveness. Facilitated by the rapid evolution of information and communication technology and mirroring emerging transnational and regional governance structures, different actors around the world are extending their contacts across national borders. They are playing a pivotal role in linking local concerns and priorities, often caused by global challenges such as climate change, to regional and global dialogues and debates, including

at EU level. In this regard, European CSOs can play an important role in promoting networking and coordination at different levels and in linking their local partners to global networks and ultimately to global policy debates.

With a view to enhance CSOs' and LAs' contributions to policy development and thinking, the programme intends to strengthen transnational alliances and as well as initiatives for dialogue, exchange, networking and dissemination of good practices. The programme will particularly consider the role of CSO and LA networks in relation to policy debates at the European level, promoting structured dialogue among CSO and LA networks and between them and EU institutions.

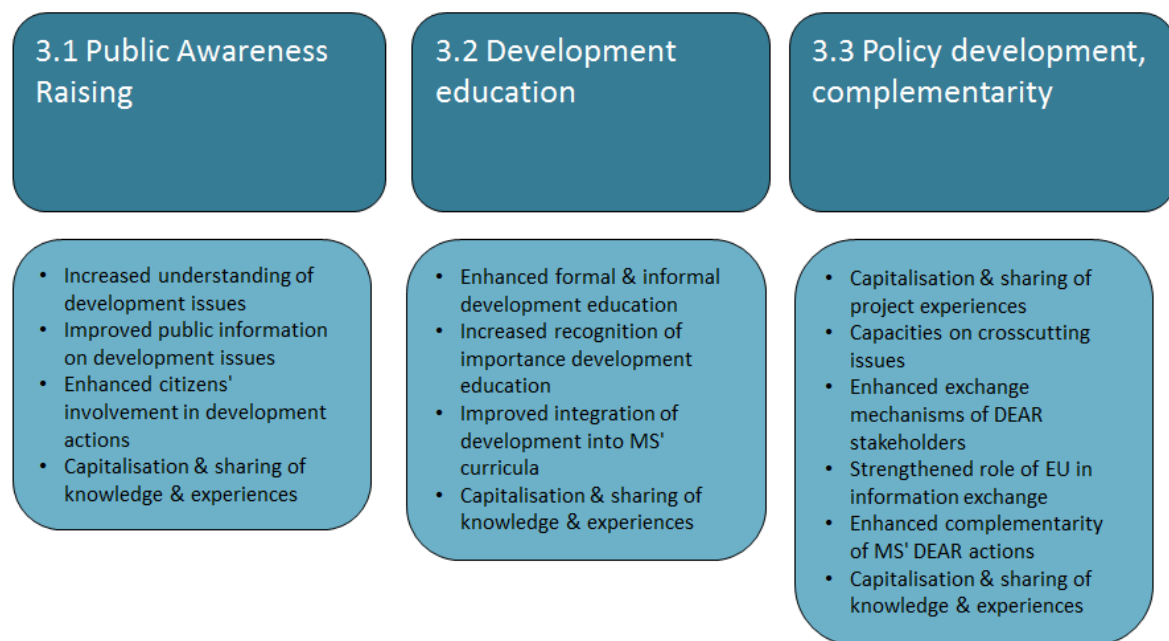
2.1 To enhance regional & global CSO & LA networks

- Enhanced capacity of CSO and LA networks to contribute effectively to policy debates, including at EU level
- Strengthened CSO coordination at regional and global level
- Capitalisation & sharing of knowledge & experiences

- The programme will focus on supporting CSO and LA networks in order to enhance their representation, internal communication, coordination and collaboration to contribute effectively to policy dialogue on development-related issues at regional and global level.
- It will seek to strengthen networks' engagement with decision makers and political leaders from partner countries and the EU itself. CSO/LA networks' role in capitalisation and sharing of lessons learnt - among European CSOs/LAs, Southern CSOs/LAs and between them - is considered of vital importance in this regard.
- The programme will seek to support Southern CSO and LA networks to engage with relevant supranational organisations, regional institutions and other relevant stakeholders, and to contribute to regional and global policy debates.
- The programme will also seek to strengthen European CSO platforms, including their capacity to build transnational alliances, to coordinate and collaborate, and to actively engage in advocacy and contribute to EU development policy processes.
- The programme will support the capacity and representativeness of CSO and LAs networks in view of their participation in dialogues linked to the EU Policy Forum on Development.

Component 3:

3. Development Education and Awareness Raising initiatives fostering citizens' awareness and mobilization for development issues.



Development education and awareness raising (DEAR) aims to encourage people to take personal and communal actions inspired by the EU's founding principles. DEAR promotes sustainable development as a shared human responsibility through understanding, reflection and action. Development education and awareness raising are complementary approaches, pursuing connected objectives.

CSOs have an important role to play in this regard. Due to their work in partner countries, they are well placed to highlight development challenges as well as the impact of policies and behaviours in Europe on development elsewhere. Over the years, European CSOs have acquired vast experience in promoting the European public's understanding and recognition of the significance of development decisions and actions for people globally. LAs play another key role in development education as they often have specific responsibilities in this area.

As a third priority, this programme thus aims to develop citizens' awareness and critical understanding of their role and responsibility in an interdependent world. It also aims to support their active engagement with global efforts to eradicate poverty and promote justice, human rights and a sustainable social-economic development in partner countries.

In the current programme supports DEAR actions in the EU. The new Thematic Programme may open up to DEAR actions in partner countries, notably in Middle Income Countries.

3.1: To raise public awareness and mobilise the public regarding development issues on a European scale.

- The programme will support to support the anchoring of development policy in European societies, raise public awareness of development issues; as well as mobilise greater public support for action against poverty and for more equitable relations between developed and developing countries.

3.2: To promote development education.

- The programme will support development education in the formal and non-formal education sector.
- The programme will seek complementarity between its actions and Member States actions, particularly in the formal education sector. Attention will be paid to ensuring that supported actions are integrated with development and education policies at both national and European levels.

3.3: To foster policy development and complementarity.

- The programme will support processes that ensure lessons learnt and best practices are identified, analysed, and then made available. It will also support capacity building per se and networking of CSOs and other DEAR stakeholders to ensure more coherence and better exchange in the field.
- Mechanisms will be supported which allow for the exchange of policies, experience and practices among DEAR stakeholders, including EU Member States. Finally, the programme will support measures which strengthen the policy role of the EU and the coherence and complementarity of the EU action in DEAR with the Member States' actions.

4. Proposed allocations for the Thematic Programme

	Proposed allocations 2014-2017	Allocation 2007-2013
Component 1: <i>Focus on country-level: Enhancing CSOs' and LAs' contribution to governance and development processes</i>	70-80%	70-80%
Component 2: <i>Strengthening CSO and LA networks in the field of development at regional, EU and global level</i>	5-10%	2-10%
Component 3: <i>Development education and awareness raising initiatives fostering citizens' awareness of and mobilisation for development issues</i>	10-15%	14%
Support measures	3-5%	2%
Reserve	3-5%	0%
TOTAL	100%	100%