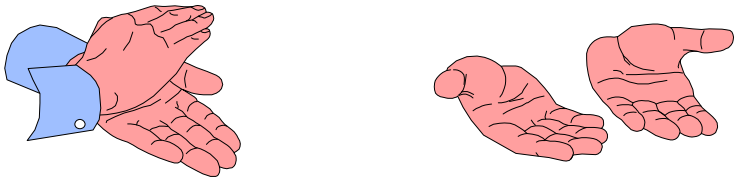
A QUALITATIVE DESK STUDY

On The

COUNTRY SUPPORT STRATEGIES, NON-STATE ACTOR FUNDING AND THE CAPACITY OF THE EUROPEAN UNION COUNTRY DELEGATIONS

Angola, Mozambique, Namibia, Zambia And Zimbabwe



"The Cotonou Partnership Agreement - Opening up new opportunities for Non State Actor Engagement"

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Glossary of Terms

Poverty Reduction Strategy Papers (PRSP) – Strategy paper formulated in-country outlining national development priorities and policies targeting poverty reduction. They take into account domestic and external partnerships, which are the principles of the Comprehensive Development Framework.

Country Support Strategy (CSS) – It is drawn from the CSS and should comprise of the country situation, an analysis of the country's national development strategy, and the EU response strategy. It should include an indicative work plan. The draft CSS should be discussed with the recipient country government and other donors.

National Indicative Programme (NIP) – Programme of cooperation, indicating priorities, allocation of funds and timing drawn from the Country Support Strategy. Annexed to the CSS.

Chronogram – Timetable showing the plan/schedule of activities to be implemented under EU-ACP cooperation

National Authorising Officer (NAO) – A senior Government Minister or official and is the principal contact point for all dealings with the EU related to the implementation of cooperation activities.

Africa Caribbean Pacific (ACP) – The grouping of African, Caribbean Pacific countries participation in cooperation agreements with the EU.

European Union (EU) – the European Community and the member states

Cotonou Partnership Agreement (CPA) – Aid cooperation agreement between EU and ACP countries originating from the Lome Convention.

European Development Fund (EDF) – EU Fund for cooperation agreements pertaining to development initiatives.

Non-State Actors (NSA) – defined as private sector, economic and social partners (including trade unions) and civil society in all its forms (churches, self-help groups, community organizations, registered charities, independent research and academic institutions etc).

Civil Society Organizations (CSO) – Non profit making organizations

Decentralised Co-operation – programme of direct co-operation between EC and NSAs. It is managed by NSAs, through a technical Facilitation Unit.

Micro-projects - Small-scale development initiatives, which are undertaken at community level on a self-help basis in an attempt to satisfy the community's most urgent development needs.

Executive Summary

The Voices, Influence and Access (VIA) Project under One World Action in April this year, commissioned a desk study aimed establishing the status of the EU-ACP cooperation under the auspices of the Cotonou Agreement in the following five countries, Angola, Mozambique, Namibia, Zambia and Zimbabwe. The study was designed to explore the position with regard to funding for NSAs and analyse the EU Delegation's capacity to work with CSOs.

A major part of OWA's work is in advocacy, policy formulation, monitoring as well as promoting linkages and strategies that consolidate the relations between ACP and EU members. As such the objective of the desk study was to provide information and recommendations aimed at strengthening the participation in the Cotonou dialogue and ascertain the extent to which Non State Actors have accessed and can access in order to contribute to the goal of poverty reduction.

The desk study mainly found that four case countries begun implementing programmes and initiatives under the Country Support Strategies with the exclusion of Zimbabwe, that is under suspension and therefore are not receiving any support from the 9th EDF. Food security, health, transport and education have emerged as the main priorities for co-operation. Commendable, is that all the four countries allocated funds for civil society capacity building.

The CSSs of the five case countries reflect that state actors are still playing the major role and civil society participation is slow in taking root. Apparent is the fact that it has been difficult to involve NSA in policy formulation. With the exception of Zimbabwe and Namibia limited NSA consultation took place during the programming exercise. In Zimbabwe wide stakeholder consultation took place during the drafting of the CSS. The EU Delegation in the five countries were found to have made an attempt to inform and

consult NSAs. Of all the countries, Zambia earmarked the highest amount Euro 20m for CSOs capacity building.

With regard to accessing funding most NSAs have up till now not accessed EDF funds allocated to them mainly because most of lack of knowledge on the Cotonou processes.

Recommendations are that the VIA initiative should be utilised by NSAs as an avenue for lobby and advocating for more funds and participation by NSA in the ACP-EU co-operation. NSAs should make use of information available on the CPA to strengthen their negotiating skills during dialogue. This information is readily available mainly on the Internet, the EU Delegation and organisations such as VIA, FES and other like-minded CSOs. NSAs role must also metamorphose into a stage were they can critique the CSS for more resources to strengthen their capacities. Countries such as Zambia, Namibia, Mozambique and Angola should form an organisation along the lines of the Zimbabwe NSAF which will be the platform for all stakeholder meetings and consultations. In the case of Zimbabwe, CSOs must lobby for the lifting of sanctions as they hinder progress towards poverty alleviation.

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Chapter One

Introduction

1.1 The Desk Study

The aim of the study is to provide an overview of the status and implementation of Country Support Strategies in five countries in Southern Africa, namely Angola, Mozambique, Namibia, Zambia and Zimbabwe. The study will further explore the status with regard to funding for NSAs and analyse the EU Delegation's capacity to work with Civil Society Organisations (CSOs).

1.2 Objectives for the Desk Study

The main object of the study is to find out the progress the five case countries have made in terms of implementing the Country Support Strategies (CSSs), the amount of funding Non State Actors (NSAs) have received if any and to examine the capacities of the EU Country delegations to work with CSOs as facilitators of the CPA support.

Below is an outline of the objectives of the desk study as guided by the Terms of Reference:

A. Country Support Strategies

i) The Status and Progress in the implementation of the CSSs

ii) The Priorities for Co-operation, Actors and their Roles

iii) Highlights from the Mid-term Reviews

B. Funding for NSAs

i) The Status of the funds allocated to NSAs

ii) Are the NSAs accessing allocated funds?

iii) What needs to be done for the NSAs to access the funds?

C. Capacities of the EU Delegations

i) What are the delegations doing to open dialogue and engage NSAs?

ii) Have the staff in the Delegations received any training to enhance their capacity to facilitate and support participation by all stakeholders, in particular the new actors (NSA)

1.3 Methodology

To implement the desk study, the researcher relied mainly on ***secondary sources*** of information in particular the CSS documents of the five countries, the Cotonou Partnership Agreement, various monitoring reports and background documents on the ACP-EU Co-operation and websites were reviewed.

Interviews

Telephone interviews with key informants were conducted in order to augment and verify the information gleaned from secondary documents. As such a selection of representatives from NSAs and EU Delegations from the case countries were interviewed.

The Sample

The sample in the desk study, comprised five countries in Southern Africa covered under the VIA project namely, Angola, Mozambique, Namibia, Zambia and Zimbabwe.

Limitations

The major limitation encountered during the study was the difficulty in accessing up to date information from secondary sources. While the telephone interviews were instrumental, gaps were still experienced.

1.4 Background to Implementing Agents

The desk study was commissioned by One World Action under the auspices of its Voices, Influence and Access (VIA) Project, based in Namibia.

Impact Development Associates, was assigned by VIA to undertake the study and prepare the reports detailing the findings and recommendations for the way forward. Below is a brief outline on the organisations involved in the study.

One World Action

A major part of OWA's work is advocacy for international co-operation policy reform in support of poverty reduction strategies in developing countries. OWA, through VIA aims to strengthen NSA participation in the implementation of new policies including the CPA by providing information on opportunities for capacity building and promote dialogue among NSAs and between state actors. As such the main purpose of the study was to assemble information that would enable VIA and its NSA partners to reflect and learn from the experiences to date in the implementation of the CPA in the five countries.

1.5 Structure of the Report

The report is structured as follows:

Chapter 1- Outlines the background and objectives of the desk study, the implementing agents, the approach and methodology used in the desk study.

Chapter 2- Presents the Regional Overview

Chapter 3 - Country Findings (Angola, Mozambique Namibia Zambia and Zimbabwe)

Chapter 4 - Conclusions and Recommendations

Chapter Two

Regional Overview

The regional overview is an attempt to give a picture of the common trends in the five case countries in the three main areas of study.

2.1 CSS Implementation Status and Priorities

The first area of review as outlined in the TORs is to establish the progress made by the countries in implementing the country strategy papers. Across the five countries, it was interesting to note that all strategy papers have been submitted for EDF approval and funds had begun to flow in the various sectors as per the agreed levels of support. Accordingly each of the countries envisages to complete the first phase of 9th EDF supported interventions by 2006.

Generally CSS implementation is anticipated to commence from mid-2002 to early 2003. On the whole, NSA participation in the CSS formulation and programming is weak. All the CSS assert that consultation of NSAs was carried out. Programmes currently being implemented are mainly state-driven. The Delegations in the case countries are favouring the route of a call for proposals from NSAs enabling quicker disbursements of funds.

Transport, agriculture, health and HIV/AIDS, education and rural development featured as the main focal sectors for intervention in the five countries. Under the non-focal sectors all countries set aside resources for NSA capacity development. Governance, human rights and trade were also considered to be key non-focal sectors.

2.2 Participation and Roles

The state actors continued to take the lead in all the stages of the co-operation while non-state actors both private sector and civil society remain peripheral players.

During the process of drafting the CSS papers, identification of priorities for co-operation was dominated by state actors' i.e. the national governments and the delegation. The NSAs were asked to make comments. Of the five countries, it is only in Zimbabwe that NSAS made notable contributions that influenced mainly the policy outlook and approach the co-operation would take rather than the sectors for co-operation. It is in Zimbabwe again that NSAs were considered as important players in the implementation of the programmes foreseen under the CSS. For instance the NSAs in Zimbabwe were wholly foreseen as implementers of the EDF allocation under the Zimbabwe Decentralised Co-operation Programme while the Microprojects entire allocation is also dedicated to supporting interventions at community level for community based institutions in geographical areas regarded as the most marginalized and deprived. This form and level of NSAs involvement has positively contributed to moulding NSA stakeholder confidence.

In the other four countries, NSAs were still more spectators and outsiders learning about EU co-operation and provisions of the CPA. NSAs were largely found to be overwhelmed by the very idea of participating in what they continue to see as a state domain. The status quo is set to continue unless the state actors and NSAs engage in serious and open dialogue with a view to move to a common understanding on the provisions and objectives of the CPA. The state and NSAs in the respective countries need to outline more clearly the expected roles and responsibilities that the actors need to play to ensure the successful implementation of their country support strategies.

The ideal situation in all the five countries is to speed up the NSA capacity building programmes in order to ensure that the countries human and technical resources are harnessed for the effective application of development policies and implementation of the different poverty reduction programmes in the CSS. From the NSAs in the other countries contacted during the study, while they showed interest in stepping up their participation and building capacity around Cotonou issues, it was clear that they have not prioritised and internalised participation in this apparently demanding cooperation agenda. On the whole, it was apparent that the main participants in the various countries in the Cotonou process to date are umbrella NGOs networking with a few private sector associations.

While the participation of these actors is crucial to the programming dialogue, it falls short of the expectation to have NSAs as active implementers of the cooperation programmes and projects under the identified sectors. Currently, in the four other countries save for Zimbabwe, CBOs and NGOs are not yet aware of the opportunities provided to participate and access resources under ACP-EU Co-operation.

The Cotonou Agreement emphasises performance as a criteria for continued cooperation and flow of EDF funds. As such, ACP countries have to show progress, achievements and impact in their development goals as envisaged in their country support strategies. To monitor performance, the Cotonou Agreement provides for Annual, Mid-term and of End of term reviews in which processes are renegotiated and reviewed. Based on the findings of these reviews, ACP countries can lose funds if their performance is poor or they show an inability to absorb the fund earmarked for their cooperation priorities.

In the light, it is therefore imperative, that all stakeholders in a given ACP country should be aware, keep informed and participate actively in ensuring that their country does not lose opportunities provided by their CPA. The study found that in all countries, including Zimbabwe, there is a gap in that not any visible preparation or initiative has been taken by either by the Government, EU and NSA to design a review framework and process that will include all relevant stakeholders. Another observation is the obvious absence of an

attempt by the EU, NSA and Government to engage with National Parliaments and in particular the ACP Parliamentarians designated to represent their countries at the ACP-EU Joint Parliamentary Assembly. In terms of a review process, it would be logical to consider the Parliament as the most broad based and appropriate convener of the annual, mid term and end of term cooperation assessments.

This is an area that needs to be followed up and activated and NSA should see this as an important opportunity and strategy to improve their participation and provide an institutional framework that is likely to enhance NSA participation in the co-operation agreement.

2.3 The Delegation Capacities

The CPA places the EU Delegations in the co-operating countries at the centre of co-ordinating and ensuring participation of all the actors in particular the NSAs. To this end, for the Delegations to meet their expected and crucial role there is a need to have the requisite capacity and understanding of the NSA sector in their respective countries.

In order to conclude whether the delegations have effectively accomplished the task of ensuring the engagement of all stakeholders in particular NSAs in all the stages of the cooperation, one has to look into the issue of capacity not only from the point of view of the EU but also from whether the NSAs expected to participate are fully prepared and have the requisite capacities to be engaged in such a complex dialogue activity. In the countries under study, it is evident that NSAs do not have enough information on the CPA to allow them to make clear decisions on their interest, possible benefits and losses of being or not being part of the Cotonou process. Also, the ACP Governments need to have created a conducive environment for NSA participation through an open and meaningful dialogue about NSA possible roles and contribution in this cooperation framework.

Clear lines of communication and strategies for engagement need to be agreed by all stakeholders. With this background, one would then fully conclude whether the EU has

effectively played its role in bringing all the dialogue parties to the table. Notwithstanding the above comment, the study found that the delegations in the countries were found not to have adequate capacities, sufficient understanding and political will to fully engage and involve NSAs in all the stages of programming and implementing the ACP-EU co-operation agreement.

Plausible however, was to note that the European Commission (EC) has taken a firm step in ensuring that the Delegations are equipped, staffed and located in premises that will enhance their ability to facilitate the efficient and effective implementation of the Cotonou principles, priorities and objectives. As part of EC's effort to raise the capacities of the delegations, steps are being taken to devolve certain levels of decision-making authority to the delegations to enable them to accelerate the local implementation and disbursement of cooperation funds and technical resources. This process is formally known as the devolution process. Interesting to this study, is to report that the five countries have all started the devolution process.

Below, is a table showing the stages of devolution the five case countries have undergone to date.

Devolved by 06/2004	**Devolved from 06/2004**
Zimbabwe	Namibia
Mozambique	Angola
Zambia	

With this information, NSAs in the various countries should expect and follow up to ensure that the EU Delegations become more and more efficient and effective in their engagement and communication with NSA and other actors. Another point to note about the devolution process is that it provides the delegations to engage and train staff specifically dedicated to handle NSA affairs and requirements within the delegation. At

the time of the study, realisation was made that all the four countries with the exception if Zimbabwe were due to undertake their first mid term reviews since the signing of the CPA. Disappointing however, was that NSAs in the three countries expect Zambia were not aware of such processes taking place or the likelihood of them being involved.

Based on the Zambia case, the trend shows that NSAs are just being called to participate without involving them in the implementation or giving them the necessary information to make meaningful contribution to the review process.

Another important observation that was made was that the five countries VIA operates in, need to move their networking meetings to a level that will bring practical lessons and objectively enable NSAs to scale up their visibility and participation in the Cotonou process beyond the few networks and umbrella organisations. Another crucial observation was that NSA were not also adequately following and participating in the trade negotiations taking place under the auspices of the CPA. One of the main reasons for poor participation by NSAs in the trade debate is that NSAs have in the past not been particularly interested in the trade side of the discussion and were leaving it to the private sector and producer communities.

The nature of the Cotonou Agreement requires that ACP countries pay sufficient and equal attention to both trade and aid matters. The reason being that, the main objective of the cooperation is that through both aid flows and trade revenue, ACP countries should achieve their goals of reducing and gradually eliminating poverty.

With the proposal by the EU to move towards Non-reciprocal trade arrangements, NSAs should take an active interest in understanding, informing and monitoring the choice of trade policies their governments will adopt in the new scenario. NSAs should also be involved in contributing to ensuring that the trade policies chosen by their governments will sustain local industries and markets and ensure meaningful growth of their economies and sustainable development. Currently the few NSAs that are involved in the

trade debate are paying too much attention to regional and interregional campaigns that are advocating for non-reciprocity rather than concentrating on ensuring that their National Governments and producer communities reflect and come up with alternative solutions to deal with the gap that will be created by reciprocal trade as the EU is not likely to change its approach on the issue of reciprocity.

Over and above, from the EU side and across the countries, it is clear that the EU has concluded that NSA do not have the capacity to fully participate in Cotonou as partners in the cooperation dialogue but rather at this point, NSA should be courted more as implementing agencies through the calls for proposals. While this maybe a guaranteed way of ensuring that NSAs do access EDF resources, this approach limits NSAs to project implementation and does not expose them to the broader dialogue in the CPA.

Chapter Three

Country Reports

3.1 ANGOLA

Angola is characterized by one of the longest armed conflicts in the world. At least 30 % of Angolan population (4.1 million people) were displaced by the war. Poverty levels are high in both the urban and rural areas. Angola's major challenges include consolidation of the 2002 peace process and promotion of national reconciliation and reconstruction; consolidation of democracy, rule of law and respect for human rights; good governance for macro-economic stability and mobilization of natural resources for purposes of poverty reduction. A very high proportion of the population is extremely vulnerable and dependent on external aid. Food insecurity is another challenge facing Angola, compounded by the absence of any regular agriculture and productive activity. Shortage of transport and the lack of a sound road network makes even the distribution of aid impossible.

Given these challenges, the Government of Angola has embarked on a variety of international co-operation programmes aimed at addressing the problems that have been identified. This includes adoption of EU-Angola Cupertino under the terms of the Cotonou Partnership Agreement (CPA). This report on Angola focuses on the progress made by Angola in its implementation of the CSS under the CPA. Investigations paid attention to the extent to which Angola has implemented the CSS, the work being done by the EU delegation in ensuring that all relevant stakeholders participate in the implementation of the CSS. Also, the report examines matters pertaining to the extent to which civil society in Angola is participating in the implementation of CSS supported

initiatives and programmes. Also of interest is to establish if the CSS for Angola allocated and has channelled funds dedicated for capacity building to NSAs.

Another aspect under review in this report is whether Angola has planned or implemented the Mid-Review to establish the country's performance in the CSS as expected in the CPA.

Status of the CSS

The study found that Angola, through its CSS paper, had successfully negotiated and received support for its agreed priority sectors under the CPA framework and the PRSP. Implementation of the CSS is underway in Angola. The Angolan Government as part of ACP adopted the Cotonou Partnership Agreement and it is also participating in the World Bank HIPC Poverty Reduction Strategy process. The two interventions enable Angola to receive financial and technical support for development programmes in identified priority sectors. The CPA also affords Angola the opportunity to participate in international trade.

Participation of NSA

Traditionally, cooperation agreements with the EU were negotiated and implemented by State Actors. A new and important aspect of the Cotonou Agreement is that it emphasizes NSA participation in the three main stages in the new co-operation namely programming process, implementation and mid-term review. In view of this requirement, in Angola, the CSS reported that NSAs were consulted through an umbrella organization called FONGA.

Access to Funds by Non State Actors

At the time of the study, the NSAs in Angola had not accessed any of the funds allocated for capacity building. Unfortunately the efforts to gain information from the EU Delegation as to why this process has been slow were fruitless. According to FONGA, the constraint for NSAs has been a lack of structured and regular communication by the NAO and the Delegation.

The total allocation for Angola amounts to Euro 117 million. Priority sectors are health, education and food security. Euro 3 million was allocated to the development of NSAs capacities. The table below shows the areas prioritised for co-operation and funds allocated.

Priorities and Funds Allocated	Actors and Roles/Participation	Implementation Status
Focal Sectors	**Roles and Contributions**	
Health - Euro 50-60 million (42 -51%)	State – institutional strengthening, rehabilitation of health units, support for national pharmaceutics policy, nutritional support	Financing decision mid-2003
Education & training – Euro 25–30 million (25.5%)	State – improving school infrastructure, teacher training, professional education	Financing decision end 2004
Food security Euro 3 million (0–2.5%)	State – implementation of food security strategy, resettlement of displaced persons	Financing decision early 2004
Non Focal Sectors Good governance up to Euro 15 million (up to 12.5 %)	State – public sector reform, public finance management	Financing decision end of 2003
Disarmament, Demobilization and Reintegration of Combatants Euro 9-36 million (42%)	State – support for relief, resettlement and rehabilitation of former fighters and their families	Financing decision end of 2003
Development of NSA Euro 3 million (2.5 %)	Civil Society – capacity building, political dialogue on policies, advocacy on gender	Financing decision mid-2004
Budget lines Food security, Euro 40m humanitarian aid, peace building, human rights, demining, HIV AIDS and democracy	NGOs – interventions	

Review Process Objectives

Beyond the efficient use of funds, a point of interest for this study is to establish the other elements considered as the key performance criteria in the review processes. According to the CSS, the mid-term review of this strategy will need to continuously align the allocation and implementation of funding with the EU's political prerogative of consolidating the peace process in the short term, and effecting the transition from relief and rehabilitation to development in the medium term. The CPA states that strategic performance reviews will be undertaken after every two or two and half years after the signing and approval of the CSS.

Under the terms of the CPA, NSA participation is envisaged in the review process. NSAs, in particular FONGA needs to clarify when the mid-term reviews are scheduled to take place, bearing in mind all regional mid-term reviews should have taken place by 2005.

Full participation by NSA is important as the mid-term review looks at:

- keeping the strategy up to date with developments in the country brought about by internal and external events
- measuring results and performance
- lessons learnt from experience, and improving quality in initial CSPs

Capacity of the EC Delegation

The EC Delegation in Angola is currently implementing the steps leading to devolution and the process should complete the process by end of 2004. However, the EC Delegation currently has 2 contact people to deal with NSAs, the human rights and civic affairs officer and the officer assigned to the coordination of NGOs.

The delegation has developed and disseminated terms of reference for a mapping study on NSA capacity needs with a view to launching a support programme. Further the Delegation is planning to hold a meeting that will bring NSAs and the Government to discuss the role of NSAs in the implementation of the CSS.

3.2 MOZAMBIQUE

Mozambique's major challenges in future are two-fold, namely the very weak capacity of human resources and slow economic growth at both household and national levels, poor basic health services that have been further battered by the impact of HIV/ AIDS. Like many countries in Africa, Mozambique suffers from the lack of capacity in all sectors and at all levels of society, and has resulted in the vicious circle of weak public finance management and poor delivery of services to the population. Mozambique suffers from the lack of an adequate education system. About 70% of the population live below the absolute poverty line while the average literacy rate is 25% for women and 54% for men.

In an effort to address the challenges of poverty, the Government of Mozambique developed a 5-year plan in the form of a Poverty Reduction Strategy Paper (PRSP) outlining the priorities for co-operation with the World Bank under the Highly Indebted Poor Countries (HIPC) initiative. On the basis of the PRSP, the Mozambique Government drew up a Country Support Strategy (CSS) for co-operation with the EU under the framework of the Cotonou Partnership Agreement (CPA). The purpose of the study is to investigate the status and implementation of the CSS with emphasis on the participation of Non-State Actors (NSA) and contribution to the important process for co-operation in particular NSA capacity building, the effort made by the EU Delegation in Mozambique to ensure NSA involvement and meaningful participation.

The capacity of the EU to act as facilitator is reviewed. Of interest to the study is the extent to which Mozambique has implemented poverty reduction programmes foreseen in the CSS and the access to resources and dialogue with NSAs. Mozambique, like the four other countries under study is currently receiving financial and technical support from the EU in pursuance of its CSS. It is on this basis that the VIA desk study is looking at the extent that Mozambique has made progress in implementing EU support.

Status of the CSS

The study found that Mozambique, through its CSS paper had successfully negotiated and received support for its agreed priority sectors under the framework of the CPA and the PRSP. Implementation is underway. In addition to the CPA, the Mozambican Government is also participating in the World Bank HIPC poverty reduction strategy process. The two interventions allow Mozambique to receive aid and participate in international trade.

Participation of NSA

Co-operation agreements with the EU were traditionally negotiated and implemented by State Actors. Under the framework of the new CPA, provision has been made for participation of new actors (NSA) in the programming, implementation and mid-term review processes. The study found that NSAs were consulted through an organisation called Link.

Access to Funds by Non State Actors

The CPA states that NSAs should be allocated at least up to 15% of the EDF support approved for the ACP country. Under Mozambique's CSS, the study found that NSAs were only allocated Euro 4 million amounting to 1.5% of the EDF support. However disappointing was that the study found NSAs have not accessed the allocated capacity building funds, the major reason being that not

much information has flowed to NSAs about the availability of the funds. According to selected NSAs contacted during the study, the challenge also lies in the lack of capacity of NSAs to prepare the requisite financing proposals. The length of time between elaborating the CSS and disbursement funds to the Government of Mozambique and the local process of distributing the funds to the respective implementing actors has reduced the momentum of participation and interest by NSAs.

The study also found that according to the CSS implementation plan and disbursement of funds, NSA support was scheduled to only take place as from 2003. The total allocation for Mozambique amounts to Euro 274 million. Priority sectors are macroeconomic support, transport, food security. Euro 4 million was allocated to the development of NSAs capacities. The table below shows the areas prioritised for co-operation and funds allocated.

Priorities and Funds Allocated	Actors and Roles/Participation	Implementation Status
Focal Sector	**Roles and Contributions**	
A) Transport Euro 32 million (25-35%)	Ministry of Public Works and Housing – reducing backlog of road maintenance	Financing decision mid-2002
- Capacity building Euro 4 million (1.5%)	Ministry of Public works and Housing –institutional reform	Financing decision mid-2003
- Rehabilitation of Rural Roads Euro 9 million (3.28%)	Road Board – strengthening expertise in road management	Financing decision in mid-2003
B) Food Security & Agriculture Euro 41 million (0-15%)	Private Sector, Local communities – interventions in food security/agriculture	Financing decision late 2002
C) Macroeconomic Support Euro 150 million (45-55%)	Government – Multi-annual food security programme	Financing decision early 2002
	Government – social services and public finance reform	Financing decision mid 2003
Non Focal Sectors		
Health & AIDS Euro 41 million (10-15%)	Health Ministry, National AIDS Council – prevention and care of sufferers. Institutional strengthening with view towards SWAP Government – reinforcing judiciary sector	Financing decision late 2003
Good governance Euro 10 million (3%)	NSAs – strengthening of capacities of civil society	Financing decision late 2003
NSA Capacity Building Euro 4 million (1.5%)		
Budget Lines Food Security, Human Rights, Democratisation (depending on availability of funds)	NGOs – relief aid	

Review Process Objectives

A key feature of the CPA is the provision for mid-term and end-of-term reviews. The objective of the reviews is to monitor the performance of the co-operation against the stated priorities and targets. Mozambique has set its review objectives to include the effort made by the EU Delegation in Mozambique to ensure NSA involvement and meaningful participation. The capacity of the EU to act as facilitator is reviewed. Of interest to the study is the extent to which Mozambique has implemented poverty reduction programmes foreseen in the CSS and the access to resources and dialogue with NSAs. With regards to good governance, an objective of the review process will be to examine the Government's progress in the development of a global reform strategy.

Capacity of the EC Delegation

The EC Delegation in an ACP country has the role of ensuring participation in the CSS co-operation in particular attention should be given to the meaningful involvement of NSAs, the newest stakeholders/participants in the co-operation. As such the study as guided by the terms of reference examined the extent to which the Delegation in Mozambique played its role in informing and involving NSAs in the preparation of the CSS. The study also looked at the progress made by the Delegation to enhance its capacity to facilitate and support NSA participation. The main source of information is the CSS document reflected that the delegation in Mozambique appointed Link, an active civil society organization, to inform of the opportunities and consult relevant NSAs in Mozambique on the priorities for sector poverty reduction.

There is not much articulated in the strategy about the process of NSA consultation. Discussions with selected key NSAs revealed that NSAs were consulted on sectoral priorities but were not given feedback on the final decisions and were not informed on the broader aspects of the EC-Mozambique co-operation. It appears the Delegation is taking the route of a call for proposals from NSAs resulting in quicker disbursements of funds in the short term but

impacting EU and NSA dialogue in the long term. Because of the nature of micro-projects, the main players will be community-based organisations, potentially limiting NSAs in other interventions.

The Delegation should be fully devolved by end of June, which should lead to adequate capacity to facilitate of NSAs participation.

3.3 NAMIBIA

Namibia is a politically stable country with a resource-based economy that experienced moderate growth between 1995-9, with an expanding government sector. Recurring drought, coupled with reduced fishing quotas and mine closures have left the Total Factor Productivity (TFP) on a low level, while unemployment levels have increased. Public expenditure has led to an aggregate budget deficit of 3.7 % between 1995 and 1999. The country's skewed distribution of income has meant it has extreme poverty levels, especially in the communal areas. Its main challenges are poverty reduction, sustainable development, decentralisation and economic restructuring.

To address the poverty challenges, Namibia drew up strategic measures enshrined in the National Development Plan. This served as a blueprint for the Country Support Strategy (CSS), a requirement for the co-operation with the EU under the Cotonou Partnership Agreement (CPA). The report analyses the participation of Non State Actors (NSA) in the different phases of programming, implementation as well as the review process in EC Co-operation. It further examines the role of the EC Delegation as the key facilitator in ensuring full participation by all stakeholders, motivating the interest of the new actors and building capacity.

Status of CSS

In 2001, Namibia presented the Strategy Paper to the EDF and implementation commenced in 2003. Implementation of the CSS was well underway and preparations for a mid-term review are in motion.

Participation of NSAs

After discussions with NSA, the study found that implementation of CSS is underway on projects initiated by the Government. Civil Society participation is limited to community based organisations. There is no formal platform for dialogue with NSAs, the EU and the National Authorising Officer.

Access to funds by NSAs

The study found that NSAs had not accessed the necessary resources from the funds allocated for capacity building. To speed up access of resources to NSAs, the EU is putting out a call for proposals from CSOs. The National Planning Commission is managing NSA funds.

In discussions with CSO, the study found that EU Delegation is however working on projects with some community based NGOs. (e.g. Namibia Development Trust, Pamwe Trust, THN-Community based facilitators, Namibia Agronomic body.)

Discussions with the EU delegation and the Namibian Economic Policy Research Unit (NEPRU) 2002 report concluded that the reason for slow absorption funds by NSAs was as a result of capacity limitations within CSOs.

The total allocation for Namibia amounts to Euro 48 million and Euro 43 million for unforeseen needs. Priority sectors are rural development and human resource development. Euro 3 million was allocated to the development of NSAs capacities. The table below shows the areas prioritised for co-operation and funds allocated.

Priorities and Funds Allocated	Actors/Roles Participation	Implementation Status
Focal Sector	**Roles and Contributions**	
Rural Development Euro 28.8 million (60%)	Ministry of Agriculture, Water and Rural Development accessing funds for rural development associated projects	Financing Decision Tenders First Quarter 2003
Human Resource Development Euro 15 million (30%)	Ministry of Higher Education, Employment Creation and Technology EC support for development of education services	Implementation scheduled to begin in Third Quarter 2003
Non Focal Sectors		
Trade Sector Support Euro 2 million (4.1%)	State Departments - EC funding to create environment for international trade Private Sector - EC resources for adaptation to changing economic environment State Departments - EC funds for strengthening institutional capacities.	Implementation scheduled to begin in Second Quarter 2003
Capacity building Support Euro 3 million (6.25%)	NSA - strengthening capacities in respect to dialogue, programme planning and project management EC-Namibia cooperation	Implementation scheduled to begin in second Quarter 2003

Review Process Objectives

The mid-term review shall be undertaken within 2 years. The end of term review will be undertaken within 4 years from date of signature of Country Support Strategy and Indicative Programme. Following completion of mid and end-of-term reviews, the Community may revise the resource allocation in light of current needs and performance. The study discovered some CSO were not aware of the review process, as they had not participated in the CSS programming and implementation.

Capacity of EC Delegation

The EC Delegation initiated a one-day "think-tank" held to gather an exhaustive list of relevant non-state actors to determine the content of regional workshops from which a directory of NSA was produced. Following from this, the delegation embarked on an awareness/information campaign to prepare NSA for workshops. Five one-day regional workshops and one central one-day workshop were held in Windhoek.

Three members of staff in the Delegation have been tasked to work with NSA as thus: an Economic Adviser, a Rural Development Expert and a Young Expert.
The Namibian Delegation is still to be devolved. The Delegation's emphasis so far has been calling for proposals on community-based projects.

3.4 ZAMBIA

After independence in 1964, a socialist regime led the country into a period of economic stagnation and decay. Practical progress in terms of poverty alleviation is, however, yet to happen. The two main economic activities in the country, mining and agriculture were characterised by gradual but accelerating deterioration. Real GDP growth has been stagnant for many years and with a population growth of 3.2% a year, real per capita incomes have dropped from over USD 500 in the 1970s to approximately USD 300 Infrastructure and access to social services in the

rural areas is poor. Only 68 % of children attend primary school and only one third of primary school leavers have the opportunity for secondary education. Life expectancy has fallen to 37 years; mainly due to HIV/AIDS, malaria and tuberculosis.

The Government of Zambia recognises that diversification of the economy with special emphasis on agriculture, tourism and mining as well as public sector reforms are essential to overcome poverty. Lack of adequate transport infrastructure together with insufficient availability and organisation of human capacity constitutes major obstacles for development in Zambia. There is consensus that poverty alleviation is a priority in Zambia. Given this scenario, a Poverty Reduction Strategy Paper (PRSP) was developed in co-operation with the World Bank HIPC Initiative in order to promote economic growth and social development. Based on the national priorities outlined in the PRSP, the Country Support Strategy (CSS) for co-operation under the Cotonou Partnership Agreement (CPA) was elaborated.

The report examines the participation of Non-State Actors in the different phases of programming EC Co-operation and the review process. The role of the EC Delegation as the key facilitator in ensuring meaningful participation by all stakeholders and in particular building capacity and motivating the interest of the new actors.

Status of the CSS

Previously, the formulation of the co-operation priorities and allocation of funds was largely restricted to state actors. The CPA however, aims to bring non-state actors directly into the programming and implementation process. The objectives for co-operation under CPA include poverty reduction through the involvement of all stakeholders in identifying priorities and the implementation of projects, capacity

building for new players (non-state actors) and the implementation of regular reviews.

The Strategy Paper was submitted to European Development Fund (EDF) Committee for approval by June 2001 and implementation was expected to begin in 2002. As per plan, the EDF resources started trickling into the Zambia programmes.

Of importance, however, to this study is the nature and quality of the CSS formulation process. In keeping with the provisions Cotonou Partnership Agreement (CPA), the Zambian Strategy Paper was born out of a stakeholder consultation process. The Zambian process however emphasised the participation of the state actors and did not invest time in fully engaging non-state actors, civil society in particular.

Participation of NSAs

The CSS is not explicit on which non-state actors were consulted, but one can conclude that the few that were consulted mainly represent private sector players in the financial and economic sector. According to the APRODEV report elaborating some aspects of ACP Country Support Strategies August 2002, in Zambia a few new actors (NSAs) were involved or consulted during the elaboration of the Strategy Paper (SP). As such, the non state stakeholders did not meaningfully participate in the process of setting of priorities for the EU-Zambia cooperation. The same trend follows in the implementation phase. The Zambian government in its indicative programme budgeted a total of Euro 240 million from the 9th EDF.

Below is a table showing the priorities and the distribution of funds. Priority sectors are transport, institutional reform, public sector financial management and capacity development of NSAs. Euro 20 million was allocated to the development of NSAs capacities. The table below shows the areas prioritised for co-operation and funds allocated.

Priorities and Funds Allocated	***Actors and Roles/Participation***	**Implementation Status**
Focal Sector A) Transport infrastructure Euro 90 million (37.5%)	**Roles and Contributions** State Departments, Private Sector implementation of road/rail maintenance projects.	Technical Assistant (TA) Tender. Second Quarter 2003.
B) Institutional Reform and Capacity building	State Departments strengthening economic and financial management capacities	Tendering TA and Supplies First Quarter 2003.
-Financial and Economic Management Euro 20 million (8.3%)	Private Sector & Civil Society capacity building with respect to dialogue, programme planning and project management in EU-Zambia cooperation	Tendering Technical Assistant. Second Quarter 2003.
-Private Sector & Civil Society Development Euro 20 million (8.3%)		
Non Focal Sectors		
Budgetary Support Euro 90 million (37.5%)	National Authorising Officer	Financing Proposal
Health and HIV AIDS Euro 10 million (4%)	Ministry of Health- developing preventive services, and basic healthcare support	Project Implementation. Fourth Quarter 2002.
Education Euro 10 million (4%)	Ministry of Education – strengthening basic education, technical, vocational, entrepreneurship training	Project Implementation. Fourth Quarter 2002.

Commendable, is that the government prioritises the need to build the capacity of the new actors (private sector and civil society). As indicated in the table below, Euro 20 million was set aside for this purpose.

Access to Funds by Non State Actors

Article 4 of the Cotonou Agreement clearly indicates that NSAs should access EDF financial resources. The funds should be drawn from the ***country indicative allocations.*** The amount allocated to NSAs should be agreed during the programming dialogue. This requires that NSAs be seriously involved in the preparation of CSS. It is anticipated that at least 15% of the indicative allocation should be earmarked for NSAs in Zambia.

Previously EC co-operation was predominantly state to state and the Cotonou Partnership Agreement is focused on changing the status quo. For the objectives of the co-operation to be achieved, state actors, should facilitate access to funds by NSAs.

According to the chronogram in the National Indicative Programme (NIP), the NSAs were due to start accessing funds in the first quarter of 2003 depending on the approval of the Financing Agreement.

The desk study found that NSAs have little information and were not meaningfully involved in the implementation on EU-Zambia co-operation. NSAs providentially opened dialogue on EU-Zambia co-operation after approaching the EU Delegation for funding of general projects unrelated to EU-Zambia co-operation.

In Zambia, an NGO called FES has been at the forefront of co-ordinating the activities of civil society organisations with regards to dialogue and co-operation within the EU- Zambia framework. The FES co-ordination initiatives are being

partly financed by the EC. What is commendable is the allocation set aside for these purposes, 8% of the total budget. It is envisaged that the findings of the task forces will be utilised as NSA contribution to the CSS in the review process.

NSAs in Zambia are yet to access funds allocated for capacity building. As a starting point NSAs need to define the most effective ways to develop capacities needed for dialogue and advocacy.

Further to this, NSAs need to also ascertain what can be done to avoid a fragmented approach to capacity building. NSAs need to also look at what new capacities are required to operate in a multi-actor environment including the capacity to enter into partnership with the private sector.

Beyond this, NSAs need to look at what can be done to reinforce the sustainability of investments in capacity building. The setting up of a Technical Facilitation Unit is useful as an overall support mechanism for NSAs. Amongst other things, it can take charge of financial management and ensuring the programme is implemented according to EU procedures. Useful guidelines are available from the Delegation as well as the Internet.

Review Process Objectives

NSAs have been invited to the mid-term review, which is scheduled to take place in July. This is an opportunity for NSA participation. In terms of preparation, the 4 task forces should be presenting NSA positions on the CSS. This is a positive move for NSAs in as far as meaningfully contributing to EU-Zambia co-operation.

The agreement states that strategic performance reviews will be undertaken every two or two and half years. The outcome of the review will assess the

reduction or increase in the volume of aid made available based on the co-operation priorities and programmes. For the first time in EU-ACP co-operation, the use it or lose it imperative to the deployment of aid is introduced. NSAs in Zambia have been invited to participate in the mid-term review. The 4 task forces are in the process of gathering information for input in the review. NSAs need to define their role in interventions pertaining to national development priorities.

The task forces on the other hand, need to identify the most relevant strategic priorities for capacity building in the framework. Consultation should also include parliamentarians and where applicable the private sector to ensure a comprehensive and co-ordinated approach. The task forces need to take cognisance of objectives of mid-term reviews, which give an opportunity for examination of performance and results, allocation of funding, as well possible changes in the country strategy.

Capacity of the EC Delegation

Within the framework of the CPA, the EC Delegation has the responsibility of ensuring NSA participation in the formulation and implementation of the CSS as well as access to EU funding for capacity building for these purposes. These processes demand sufficient capacity in the Delegation. In the case of Zambia, insufficient human resource capacity in the Delegation may be a contributing factor to the limited participation of NSAs in the EU-Zambia co-operation at this point. There is no specific detail as to the quality/agenda of the consultations with NSAs.

The Delegation commissioned the FES to facilitate NSA for participation in the review process. NSAs have been split into 4 working groups to prepare input for the review process. To this end, the Delegation organised a two day workshop

for NSAs at the end of June. The purpose of this is to consult NSAs tasked with preparing position papers for the mid-term reviews scheduled to take place between on 8 July.

3.5 ZIMBABWE

Poverty in Zimbabwe has its origins in the following main influences: weak economic performance, high rising levels of unemployment accompanied by falling real wages. In addition to this, a highly skewed pattern of income and wealth distribution, inequitable gender relations and the devastating effects of the HIV/AIDS pandemic have further exacerbated poverty. Reduced Government spending on social services since 1997/8 has worsened the situation. The illegal occupation of commercial farms has also contributed to the disruption in agricultural activity, Zimbabwe's main focal sector.

In an attempt to eradicate poverty, the focus of Government's development policy has been the Social Development Fund (SDF), The Poverty Alleviation Action Plan (PAAP), and Structural Adjustment Credit III (SAC III) Zimbabwe does not have an official statement of its medium-term economic policy, agenda but its national development priorities are in line with the central objective of the EU-ACP co-operation under the Cotonou Partnership Agreement (CPA).

The report looks at the participation of Non State Actors (NSA) in the different phases of programming in the EC-Zimbabwe Co-operation as well as the review process. It also goes into the role of the EC Delegation as the key facilitator and critical observer in ensuring meaningful participation by all stakeholders and particular capacity building and motivating the interest of the new actors.

Status of the CSS

Zimbabwe's Country Support Strategy was submitted for approval by end of June 2001. EU-Zimbabwe co-operation is suspended under Article 96 following a Council resolution. What is commendable about the CSS is the consultation of NSA by the Delegation in the formulation of the CSS. The quality of NSA consultations with the EU and Government is a positive development. There is overwhelming evidence of the EC Delegation's commitment to consulting NSA in the EC-Zimbabwe Strategy.

Participation of NSAs

NSAs were presented with an opportunity to contribute in the programming of the CSS including implementation particularly with the experimental Decentralised Co-operation. Decentralised Co-operation is a deliberate initiative for capacity building work of NSA by the EC, permitted by the CPA, resulting in wider participation of NSA in EU-ACP cooperation. It calls for direct cooperation between the EC and Non-State actors with a view to strengthening the capacity of Non-State actors. In recognition of the necessity for mechanisms to participate fully in EU-Zimbabwe Cooperation, the NSAs in Zimbabwe organized a platform, the Non-State Actors Forum for the purpose of dialogue on EU-Zimbabwe cooperation. The decentralised co-operation programme is managed by NSA through a Technical Facilitation Unit under the Non-State Actors Forum (NSAF). In the spirit of the CPA, there is funding provision for political dialogue between the Government and Non State Actors in the CSS.

Access to Funds by Non State Actors

Prior to the suspension of Zimbabwe's co-operation agreement, the NSAs were allocated funding for micro-projects that are under implementation. A new commitment for Micro-Projects is expected in 2004, based on absorption rates and favourable evaluations. The table below shows Zimbabwe and EC areas of cooperation. The main areas of co-operation include basic healthcare and basic education.

Priorities	Actors and Roles/Participation
Focal Sector	**Roles and Contributions**
Basic Healthcare	**State – support for essential medical supplies and equipment, HIV prevention, control, care, rehabilitation of health facilities, health reforms**
Basic Education	**State – construction and rehabilitation of primary schools, policy reform dialogue, curriculum development support**
Non Focal Sectors	
Trade Policy	State and NSAs involved in trade negotiations – training, capacity building
Support for Non-State Actors	NSAs - Micro-projects, Decentralised co-operation, Direct co-operation
Support for land reform and resettlement	State, NGOs – land redistribution initiatives
Humanitarian aid, including food security support	NGOs – food distribution in food-deficit areas
Support for democratisation and human rights	State institutions, NGO – election monitors, interparty consultations, voter education
Political Dialogue	State, NSA – strengthening of democracy and electoral process, land issue, EU/SADC dialogue

Review Process Objectives

The Country Support Strategy does highlight review objectives in the following:

- **Use of Government's sectoral monitoring systems.**
- Provision has been made for process evaluations of the Micro-Projects Programmes and the Decentralised Cooperation Programme.
- Dedicated external project monitoring for projects in the health and education sectors.

Capacity of the EC Delegation

The EC Delegation in Zimbabwe facilitated dialogue between NSAs and the Government of Zimbabwe. NSAs were invited to consultations on the formulation of focal and non-focal sectors for EU Co-operation. The Delegation also facilitated the Decentralised Co-operation programme in Zimbabwe.

Additional responsibilities on the delegation call for enhanced capacity in the Delegation hence the devolution process. In Zimbabwe the devolution process is complete.

Chapter Four

Conclusions and Recommendations

4.1 Conclusions and Recommendations for Angola

4.1.1 Conclusions

- NSAs in Angola are largely not fully informed about the CPA, its provisions and the ACP-EU co-operation in general.

- NSAs now have contact points in the Delegation, therefore, this should mean the opening up of dialogue and promotion of active participation by NSAs in the coming processes and events under the CSS and PRSP processes.

- The study found that NSAs have not comprehensively articulated their objectives for capacity building despite that there are funds earmarked for this purpose in the CSS.

- Participation of NSAs in the mid-term reviews has not been outlined.

4.1.2 Recommendations

- NSAs need to develop an understanding of the CSS and the CPA to fully participate in implementing the ACP-EU co-operation.

- NSAs should take an initiative to visibly rally behind FONGA as the national representative structure and spokesman for NSAs in order to speed up meaningful dialogue with both the government and the EU. With the

information that funds have been set aside for capacity building, it would be prudent for NSAs to move forward and identify objectives for capacity building that are specifically linked to strengthening NSA participation in the implementation of focal and non-focal sectors as outlined in the CSS.

- NSAs need to fully utilise the new focal points of contact in the Delegation created as part of the devolution process.

- Angolan NSAs should take the initiative to draw lessons from NSA in other countries that have engaged in EU co-operation agreements. Such an example would be the Non-State Actors Forum in Zimbabwe. From a language point of view, Angola needs to work closely with Mozambique.

- FONGA should endeavour to set up a database of NSA and to develop an institutional memory that will facilitate the documentation of the NSA experiences in the ACP-EU co-operation for Angola.

- With regards to accessing funds, NSAs need to become more conversant with EU co-operation policies and procedures for accessing the earmarked funds.

- NSAs in Angola should be aware that in addition to the capacity building allocation, under EU budget lines, there are opportunities to access funds under other important sectors like HIV/AIDS, food security, health and education.

- NSAs must bear in mind that under the CPA, allocation for NSA capacity building is at least 15% of the total allocation. Special note should be made of Euro 20 million allocated to finance a rural rehabilitation programme.

- NSAs need to find out exactly when the reviews will take place. This will afford them the opportunity to participate and renegotiate on issues of interest to the NSAs and their constituent communities in the areas of trade and sustainable development.

- To meaningfully participate and contribute to the review process, NSAs must have an in depth understanding of the CSS, external and internal factors that impact the implementation of the CSS.

4.2 Conclusions and Recommendations for Mozambique

4.2.1 Conclusions

- **In Mozambique, like the other VIA countries, NSAs had not clearly established a platform for dialogue with the EU and the Government beyond the early stages of introducing the new phase of EU-Mozambique co-operation under the CSS. Contact with NSA organizations during the study, showed that on the ground NSAs have a fragmented approach to the co-operation agreement.**

- **The government and the EU in Mozambique have concluded that NSAs do not have the requisite capacity to participate in the implementation of the CPA provisions at this stage of the co-operation. To this end, to involve the NSAs, the Delegations, has put in place a strategy to advertise a call for proposals that will aim at reaching the NSAs. As already mentioned in the case of Angola, the call for proposals may be an effective way of getting NSAs involved in the implementation of certain parts of the CSS but it is a severely limited method when it comes to building NSA capacity and involving them in the Cotonou aid and trade debate.**

- **With the devolution process now in operation in the delegation, the capacity to facilitate dialogue amongst the EC, NSAs and the Government is possible in the mid-term reviews. Reviews will look at performance and results of the support strategy.**

4.2.2 Recommendations

- **It is priority for NSAs in Mozambique to mobilize and build consensus among themselves on how to step up participation in Cotonou particularly in the review process and the next phase of implementation after the first mid term review. The starting point of the recommended action should be to consult with LINK to establish the direction and extent to which the first process of consultation NSA participation was initially envisaged in the CSS.**

- **A fact is that the NSAs in Mozambique need to articulate their priorities for participating in the CPA and to outline their objectives for capacity building as a sector and take action towards accessing the earmarked resources through immediate dialogue with the government and the EU.**

- **Through the devolution process, contact points to facilitate improved co-operation with NSAs are being established in the Delegation. NSAs should take advantage of this opportunity to re-establish dialogue channels and firm up their positions in the CSS implementation and review processes.**

- **NGOs must take cognisance of the fact that private sector organisations are also included as NSAs. Given this scenario, NSAs need to look at the new capacities required to operate in a**

multi-actor environment, including the capacity to enter into public-private partnerships.

4.3 Conclusions and Recommendations for Namibia

4.3.1 Conclusions

- **After the study and the VIA meeting held in Namibia, it was found that NSAs had not clearly defined their possible role in the EU-ACP cooperation. Also NSAs had very little information about the CPA and the progress to date in the implementation of the CSS despite the fact at the beginning, the Delegation in Namibia invested considerable time and resources to inform NSAs about the CPA through workshops and seminars facilitated by a local research agency, NEPRU.**

- **Discussions confirmed that NSAs in Namibia after the initial workshops did not take action to ensure that the momentum established was maintained and developed to ensure meaningful participation during the process of formulating the CSS.**

- **It is interesting to note that like Angola and Mozambique, the Nambian Delegation has adopted the process of calling for proposals to speed up access to resources by NSAs.**

- **NSAs are yet to access funds allocated for their capacity building purposes. A platform for dialogue between NSA actors, EU and Government of Namibia is not operational so NSA participation is limited at this stage.**

- **Under the CPA, NSAs are expected to participate in the review process. It is not clear exactly when the mid-term review takes place in Namibia but the contribution of all stakeholders is part of the process. A single platform for NSAs has not yet been co-ordinated to dialogue in the review process.**

4.3.2 Recommendations

- NSAs need to resuscitate the momentum started during the consultations held by the EU and facilitated by NEPRU. Those NSA which do not appear on the database compiled by NEPRU need to ensure they are included as this will be a basis for NSA participation in EU co-operation. Co-ordination among NSAs is imperative as the EU is currently only working with community based organisations.

- A single platform representative of NSA is recommended for purposes of dialogue with the EU and the Government of Namibia. NSAs need to clarify their capacity requirements with a view to fully participate in the implementation of programmes that pertain to focal sectors outlined in the CSS.

- It cannot be overemphasized to NSAs in Namibia that as they consider taking action on matters that pertain to the aid side of the EU- Namibia co-operation, it is imperative that action also be taken to understand and contribute to the on-going trade debate.

4.4 Conclusions and Recommendations for Zambia

4.4.1 Conclusions

- The study concludes that NSA representation in the consultation process during the formulation of the CSS was weakened by a narrow representation

of NSA. As a result of the foregoing, no common and strong platform for NSA-State dialogue has emerged.

- The little contact NSAs made by the Delegation through co-operation with Friedrich Ebert Stiftung (FES) is an important start.

4.4.2 Recommendations

- The fact that NSAs are aware that resources have been set aside for NSA capacity building is a good reason to get organised and engage with EU and the National Planning Commission to facilitate access by NSAs.

4.5 Conclusions and Recommendations for Zimbabwe

4.5.1 Conclusions

- The fact that co-operation with Zimbabwe has been suspended is a blow to the regional NSA experience. This is mainly because the NSA Forum was growing to be an important model for NSA - state co-operation under the CPA.

- NSAs in Zimbabwe have not done much to find out how and what can be done beyond the current stalemate in the so-called political dialogue.

4.5.2 Recommendations

- NSA Forum should consider investigating through Northern CSOs what the NSAs can do to advocate for the EU open up the 9th EDF resources to NSA actors for Capacity Building purposes

Annexure I

List of Abbreviations

ADRA	Action for Rural Development and Environment
AIDS	Acquired Immuno Deficiency Syndrome
AGM	Annual General Meeting
AU	African Union
CBO	Community Based Organisations
CHOGM	Commonwealth Heads of Government Meeting
COMESA	Common Markets of East and Southern Africa
CSO	Civil Society Organisations
CSS	Country Support Strategy
CPA	Cotonou Partnership Agreement
EU	European Union
EC	**European Commission**
EJC	Economic Justice Coalition
FES	Frederich Ebert Stiftung
IMF	International Monetary Fund
MWENGO	Mweleko waNGO (direction for NGOs)
NANGOF	National Association of NGOs Forum
NGO	Non-Governmental Organisation
NEPAD	New Partnership for African Development
NIP	National Indicative Programme
NORAD	Norwegian Agency for Development
NSAF	Non State Actors Forum
NSA	Non State Actors
OWA	One World Action
OSISA	Open Society Initiative for Southern Africa
SADC	Southern Africa Development Community
SAFAIDS	Southern Africa AIDS Information Dissemination Service
USAID	United States Agency for International Development
UNAIDS	The Joint United Nations Programme on AIDS
UN	United Nations
UNICEF	United Nations Childrend Education Fund
VIA	Voices Influence and Access Project
WHO	World Health Organisation

ZCTU	Zimbabwe Congress of Trade Unions
ZDCP	Zimbabwe Decentralised Co-operation Programme
ZTN	Zambia Trade Network

Annexure II

LIST OF INTERVIEWED PEOPLE

ANGOLA

Civil Society Organisations

Name	**Organisation**
Antonio Kiala,	FONGA

EU Delegation Staff

Name	**Title**
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Eleni Janniki	Focal Point on Human Rights, Civil Society

MOZAMBIQUE

Civil Society Organisations

Name	**Organisation**
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Luis Furtunato Lifanissa	ATAP

EU Delegation Staff

Name	**Title**
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NAMBIA

Civil Society Organisations

Name	**Organisation**
Sandi Tjaronda	NANGOF
Cons Karamata	LARRI
Daphne De. Klerk	NANGOF

EU Delegation Staff

Name	**Title**
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Augustine Moya	Young Expert

ZAMBIA

Civil Society Organisations

Name	**Organisation**
Stephen Muyakwa	Zambia Trade Network
Michael Schultheiss	FES Lusaka

EU Delegation Staff

Name	**Title**
Cervone D'urso Michele	Economic & Commercial Matters

ZIMBABWE

Civil Society Organisations

Name	**Organisation**
Mr. Kundhlande	ZDCP

Dr. Kanyenze	ZCTU
EU Delegation Staff	
Name	**Title**
Michele Kim	Economic & Commercial Matters

Annexure III

LIST OF KEY DOCUMENTS REVIEWED

Core Background Documentation

- Angola EC Country Strategy Paper and National Indicative Programme for the period 2002 – 2007
- Mozambique EC Country Strategy Paper and National Indicative Programme for the period 2001 – 2007
- Namibia EC Country Strategy Paper and National Indicative Programme for the period 2002 – 2007
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