

Programming Guide for Strategy Papers

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Support to Non-State Actors <i>Amended to include a disability dimension in the framework of the project</i> www.make-development-inclusive.org ; contact catherine.naughton@cbmi.net	Date: January 2006 Amended on: October 2007

1. Definition of the concept

Support to non state actors (national/international NGOs, media, economic and social partners, research organisations, women associations, organisations representing vulnerable and marginalised groups such as young people, indigenous peoples and minorities, rural communities, **persons with disabilities**, other organisations with special status such as the Red Cross, local authorities, etc) aims at strengthening their capacity in partner countries, to enable their effective contribution to the development process, as a way to create conditions for greater equity, for the inclusion of the poor in the economic, environmental and social benefits of equitable growth, and for the consolidation of democracy. Support for NSAs includes contributing to building their capacity:

- (1) To improve internal structure and organisation, constituency building (broadening networks), the development of leadership qualities, the development of analytical and advocacy skills, sustainable fund raising mechanisms, etc.
- (2) To perform an advocacy role vis-à-vis Government, both at central and district level, ensuring that the needs of the grassroots are represented at all levels. Related to this is increasing the capacity of civil society actors for policy analysis and dialogue.
- (3) To perform a monitoring role vis-à-vis the State institutions or vis-à-vis a particular issue of general interest.
- (4) To act as service providers. NSAs' financial and organisational management capacity needs to be strengthened if they are to be involved in public service delivery, and if the quality of such service delivery is to be ensured.
- (5) To improve the research capacities in order to focus interventions on pro-poor development policies, to articulate poor communities' concerns and governments' and donors' agendas and to identify best practices to be replicated or adapted to other contexts facing similar development challenges.

2. Take into account the concept in the analysis of the country's situation

In addition to basic “institutional” principles such as a legitimate government, political pluralism or free and fair elections, democracies also imply intermediary structures, such as the media, civil society organisations and other non-state actors, which ensure the effective use of peoples’ sovereignty and the continuous participation of citizens in policy making processes. The analysis of the country’s political situation should reflect the way in which participatory approaches are implemented. It is suggested to assess the progress made and to make to consolidate non-state actors’ involvement in the development process (participation in policy making processes and discussions on country’s development priorities, participatory character of budgetary processes, the legislative framework, the funding environment, the registration system, etc).

3. Taking into account the concept in the Community’s response strategy

Support to capacity building of NSA should be systematically foreseen in EC response strategies. All NIPs should set aside adequate funding for this type of interventions. Si des programmes sont déjà en cours, les résultats obtenus et les activités entreprises doivent être évalués et une éventuelle augmentation des ressources ou une nouvelle phase de l’appui peuvent être envisagées le cas échéant, afin de diversifier les domaines d’intervention ou d’impliquer des nouveaux acteurs non étatiques. Si suite à l’examen du taux d’engagement et de décaissement par rapport au calendrier initial, des retards graves dans l’exécution du programme sont détectés, les causes de retards doivent être expliquées et des mesures doivent être proposées pour accélérer leur mise en oeuvre.

If the government lacks the political will to provide funding for NSA capacity building, the issue should be addressed through political dialogue with the partner country at the appropriate level. The links between democratic principles and participatory approaches, and the need to promote stakeholder participation to consolidate a more inclusive political system and to ensure sustainability of development strategies should be recalled in this context. If the problems persist, the Delegation should consider setting-up a pilot project out of the foreseen envelope or using **EC thematic programmes to support non-state actor** initiatives at country level with a view to building confidence between state and non-state actors and to channelling support to NSAs at country or regional level through geographical programmes (NIPs/RIPs), as a normal component of development cooperation.

For the ACP countries, support to NSA capacity building is compulsory under the Cotonou Agreement. Therefore, should agreement not be reached to reserve a specific amount for NSA support in the NIP, the CSP should clearly explain the reasons. Moreover, the Delegation should propose that the country be included in the list of focal countries for the NSA thematic programme.

Support to NSA should be part of non-focal sectors of intervention. Following the revision of the Cotonou Agreement, CSPs/NIPs should identify the types of NSA eligible for funding, the resources allocated for NSA and the types of activity to be supported, which must be of a non-profit nature. A degree of flexibility should be maintained and the type of activities should not be defined in a very rigid manner. The dialogue with NSAs, others donors and the relevant authorities should provide the opportunity to discuss the “NSA capacity building agenda”, decide the areas that the EC could cover and identify the resources which can be mobilised.

CSPs should only provide an overview of the interventions which will be undertaken. The objective is to ensure that NSAs become development actors which can engage more effectively with government and donor agencies in the development process. The following types of programmes could be envisaged, even if more focused identification and feasibility studies will have to take place before programmes and projects can be formulated: Integration of NSA support in project implementation, Support to networks of specialised NSAs, Support to Community-Based Organisations, Support to networking and internal NSA structures.

4. Useful links for more information on the concept

- Guidelines on Principles and Good Practices for the Participation of Non-State Actors in the development dialogues and consultations (November 2004)
- Guidelines to EC Delegations on implementation of the Cotonou Agreement provisions relating to Non-State Actors (September 2003)
- Communication on the Thematic Programme “Non-State Actors and Local Authorities in Development”
- **The European Instrument for Democracy and Human Rights (EIDHR) 2007-2010 – Strategy paper**

For ACP countries:

- Link to Revised Cotonou Agreement [Article 58, Annex IV, art. 4 and 15]
- Link to Joint ACP-EU Council eligibility criteria for access to funding by NSA (available in EN and FR)

5. List of tentative indicators

The following indicators can help assessing the how NSA’s capacities are evolving in the partner country:

- Outcomes of projects implemented directly by NSAs
 - evaluation of the results of development programmes where NSA, as service providers, implemented specific components
 - evaluation of partnership with NSAs and level of sustainability of the programmes: How much long-term and/or structural impact is the project implemented by NSA likely to have? Will it improve development policies, practice or legislation? Are there plans for continuing the project and to ensure that the impact is sustainable?

- evaluation of the management capacity of the NSA - including staff, equipment and ability to handle the budget for the action
 - evaluation of target groups' level of involvement and participation in the project
 - evaluation of the impact of NSA knowledge and experience of the sector of the programme concerned
- added value/relevance of policies/ initiatives for which NSA, in their role of advocates, have lobbied for
 - efficiency of support to networking can be measured against the number of specialised networks involved in policy dialogue, on the quality of their inputs to policy discussion, on their capacity to give voice to their constituencies, on their ability to set up new dialogue structures, communication and information strategies for civil society, etc. Constituency building capacity and ability to be representative of constituencies are equally interesting indicators in this context.
 - NSA ability to address the priorities of poverty reduction, vulnerable social groups with inter alia gender specific needs, human rights and democracy, **the rights of persons with disabilities**, promoting good governance, enhance economic, social development as well as promote and strengthen social and political dialogue.
 - NSA ability to provide:
 1. proof of a clear organisational structure which reflects the basic principles of democracy, transparency and accountability, and the organigram of the organisation;
 2. information on the decision-making process of the organisation;
 3. an indicative financial list reflecting sources of funding and expenditure;
 4. as far as possible proof of independence from state and administrations;
 5. description of the relations, other than financial, with any government with respect to the management of the organisation and the orientation of the activities undertaken.